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2015 Findings on the Worst Forms of Child Labor

Abstract

[Excerpt] This report focuses on the worst forms of child labor. The definition of the “worst forms of child labor” is found in the TDA and is the same as that included in ILO C. 182. It includes (a) all forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes; (c) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.⁽⁶⁾ Similar to ILO C. 182, the TDA states that the work described in subparagraph (d) should be “determined by the laws, regulations, or competent authority of the country involved.”

Keywords

child labor, slavery, trafficking, prostitution, safety

Comments

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2015

Findings on the Worst Forms of Child Labor

Required by the Trade and Development Act of 2000



BUREAU OF INTERNATIONAL LABOR AFFAIRS
UNITED STATES DEPARTMENT OF LABOR



Philippines. 17-year old Harel used to work in the sugarcane farms in their barangay. Having learned about child rights and the negative effects of child labor, Harel stopped working and became determined to make a positive mark in his community. © Christopher Leones/ABK3 LEAP

On the cover: Young boys remove fish from nets in Yeji, a fishing village on Lake Volta, central Ghana. © Tugela Ridley

On the back cover: GoodWeave programs ensure that Afghan girls receive access to education instead of being forced to work. © GoodWeave International

SECRETARY OF LABOR
WASHINGTON, D.C. 20210

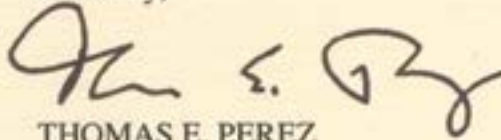
SEP 30 2016

The Honorable Joseph R. Biden
The Vice President of the United States
Washington, DC 20500

Dear Mr. Vice President:

The enclosed report, titled *The Department of Labor's 2015 Findings on the Worst Forms of Child Labor*, is submitted in accordance with section 504 of the Trade Act of 1974, as amended (19 U.S.C. 2464). The report describes the efforts of 137 countries, non-independent countries, and territories to meet commitments to eliminate the worst forms of child labor. We hope this report is useful to the Congress.

Sincerely,

A handwritten signature in black ink, appearing to read 'Tom E. Perez', is written over the typed name.

THOMAS E. PEREZ

Enclosure

cc: The Honorable Mitch McConnell, Senate Majority Leader
The Honorable Harry Reid, Senate Minority Leader



Panama, Puerto Caimito. Kevin Anthony Miranda Gonzalez feeds wood into a furnace as he works at his family's mill, where they produce sugarcane molasses.
© Carlos Spottorno/Panos

SECRETARY OF LABOR
WASHINGTON, D.C. 20210

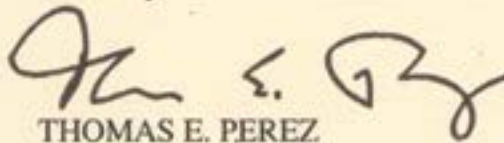
SEP 30 2016

The Honorable Paul Ryan
Speaker of the House of Representatives
Washington, DC 20515

Dear Mr. Speaker:

The enclosed report, titled *The Department of Labor's 2015 Findings on the Worst Forms of Child Labor*, is submitted in accordance with section 504 of the Trade Act of 1974, as amended (19 U.S.C. 2464). The report describes the efforts of 137 countries, non-independent countries, and territories to meet commitments to eliminate the worst forms of child labor. We hope this report is useful to the Congress.

Sincerely,



THOMAS E. PEREZ

Enclosure

cc: The Honorable Nancy Pelosi, House Minority Leader

Foreword



Thomas E. Perez, U.S. Secretary of Labor

Last fall, all 193 member states of the United Nations spoke with one voice when they adopted the Sustainable Development Goals (SDGs), a roadmap for ending poverty, protecting the environment, and promoting peaceful, inclusive, and just societies by 2030. Among these goals is the promotion of “inclusive and sustainable economic growth, full and productive employment, and decent work for all,” which has a specific target of taking “immediate and effective measures” to eradicate forced labor and human trafficking and to “secure the prohibition and elimination of the worst forms of child labour.”

Achieving these goals, including this specific target, requires us to work together across sectors and regions – through sustained dialogue and active partnership among governments, international organizations, businesses, trade unions, civil society, and others – to address the 168 million child laborers and 21 million adults and children who suffer in forced labor around the world. To make effective and sustainable progress, we must address the root causes of these practices. We must lift vulnerable populations out of poverty and social exclusion, helping them gain access to education and training, stable livelihoods, and decent work.

Commemorations of World Day Against Child Labor in June spotlighted the risks of child and forced labor in global supply chains, from agriculture to mining and fishing to manufacturing. They also focused both on innovative private sector practices and the critical need for a more universal embrace of “conscious capitalism” to achieve the promise of the SDGs.

Conscious capitalism recognizes that by working collaboratively, governments, businesses, workers, and civil society can do well by doing good. They can achieve success in business, throughout global supply chains, and in sustainable development. Countries’ economies and companies’ bottom lines can grow by doing right by workers and, in particular, by finding sustainable solutions to end child and forced labor.

And employers agree. Shortly after the adoption of the SDGs, the International Organization of Employers, which represents more than 150 business and employer organizations around the world, signed the Bahrain Declaration committing businesses to support the SDGs.

During the year, the United States also took an important step to remove a legal loophole at odds with

the SDGs. The Trade Facilitation and Trade Enforcement Act that President Obama signed into law in February 2016 eliminated the “consumptive demand” exemption from the Tariff Act of 1930.^[1] For over eight decades, that exception permitted U.S. importation of goods made by forced, slave, convict, or indentured labor if they were not produced domestically in sufficient quantities to meet U.S. demand.

The U.S. Department of Labor works to combat child and forced labor, wherever it may be found. We raise awareness, engage with other governments and the private sector, fund programs to directly intervene in exploitative labor situations, and develop structures for lasting change and fulfillment of the SDGs.

In Afghanistan’s Herat Province, a ten-year-old girl named Nazia used to weave carpets for six hours a day to earn money to help her family. She was not alone in the handmade carpet industry, which globally uses an estimated 250,000 child weavers and an untold number of forced laborers. We fund GoodWeave, however, a non-profit that rescues children from South Asian

carpet looms and inspects and certifies carpet-weaving facilities as free of child and forced labor. GoodWeave found Nazia during an inspection. Now, in addition to school, Nazia attends extracurricular classes supported by the project. She wants to become a doctor, and according to her mother, Nazia has not only improved in school but now uses what she has learned to assist her family and community, including helping her sibling and other neighborhood children with their studies.

It is in this context, recognizing the millions of Nazias around the world and the moral imperative of the SDGs and conscious capitalism, that I am honored to release the 15th edition of the annual *Findings on the Worst Forms of Child Labor*, as mandated by the Trade and Development Act of 2000 (TDA), and the 7th edition of the *List of Goods Produced by Child Labor or Forced Labor*, mandated by the Trafficking Victims Protection Reauthorization Act of 2005 (TVPRA) and last issued in December 2014. The TDA Report describes the efforts of 137 countries and territories to eliminate the worst forms of child labor through legislative reform, intragovernmental coordination, law enforcement, and policies and programs. The TVPRA Report features the addition of new goods that we have reason to believe are produced by child or forced labor, which brings the total number of goods listed to 139, covering 76 countries.

These reports shine a spotlight on specific sectors in which child and forced labor can be found, the strides some countries have made in upholding their commitments to abolish forced labor and the worst forms of child labor, and how much still remains to be done. These reports help us uncover those for whom the promise of the SDGs is most important and still elusive. They provide us the factual foundation, and the inspiration, to push for the laws, policies, and practices to make this promise a reality, both in the United States and around the world.

THOMAS E. PEREZ
Secretary of Labor
September 30, 2016



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This report was published by ILAB. Copies of this and other reports in ILAB's child labor series may be obtained by contacting the

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Telephone: (202) 693-4843
Fax: (202) 693-4830
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The reports are also available on the Internet at: <http://www.dol.gov/endchildlabor>.
Comments on the reports are also welcomed and may be submitted to GlobalKids@dol.gov.

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All three of USDOL's flagship reports on international child labor and forced labor are available on our website in .html and PDF formats, at www.dol.gov/endchildlabor. These reports include the *Findings on the Worst Forms of Child Labor* required by the Trade and Development Act of 2000, the *List of Products Produced by Forced or Indentured Child Labor* required by Executive Order 13126, and the *List of Goods Produced by Child Labor and Forced Labor* required by the Trafficking Victims Protection and Reauthorization Act of 2005. On our website, you can navigate to individual country pages, where you can find information on the prevalence and sectoral distribution of the worst forms of child labor in the country; specific goods produced by child labor or forced labor in the country; the legal framework on child labor; enforcement of laws related to child labor; coordination of government efforts on child labor; government policies related to child labor; social programs to address child labor; and specific suggestions for government action to address the issue.



Easy to slip into your pocket, our USB stores all three reports, as well as fact sheets about our ILAB's work, frequently asked questions about each report, and other report-related materials translated into French, Spanish, Portuguese, Arabic, and Russian.



ON YOUR PHONE

Our *Sweat & Toil* App contains over 1,000 pages of research from all three reports. *Sweat & Toil* helps you easily sort data by region, country, assessment level, good, and type of exploitation – all without needing an internet connection! You can download the free App on the iTunes or Google Play store and access the data behind the App on our website: <http://developer.dol.gov/others/sweat-and-toil>.



ON PAPER

Kinder to our environment and easier to carry with you, our *Findings* report is now available in a hard-copy magazine format, which provides an overall summary of the report, regional findings related to meaningful efforts made and gaps for countries to address, and the assessment levels of each of the 137 countries. In addition, both Lists are also available in hard-copy. Send an e-mail to GlobalKids@dol.gov to request hard copies or download them from our website.



Boy Carrying Pan of Water, Burkina Faso.
© Larry C. Price/Pulitzer Center on Crisis Reporting

Table of Contents

FOREWORD

ACKNOWLEDGMENTS

HOW TO ACCESS OUR REPORTS

ACRONYMS..... 1

PURPOSE OF THIS REPORT 5

RESEARCH FOCUS	5
Country Coverage	5
Population Covered	5
Reporting Period	5
Type of Employment	5

DEFINITIONS OF WORKING CHILDREN 6

WORKING CHILDREN	6
CHILD LABOR	6
WORST FORMS OF CHILD LABOR	6
FORCED CHILD LABOR	6
CATEGORICAL WORST FORMS OF CHILD LABOR	6

ILO CONVENTIONS RELATED TO CHILD LABOR..... 8

ILO C. 138.....	8
ILO C. 182.....	8
ILO C. 29.....	8
ILO C. 105.....	8
PROTOCOL OF 2014 TO THE FORCED LABOR CONVENTION	8

COUNTRY ASSESSMENTS 11

THE YEAR IN REVIEW

The Sustainable Development Goals: A Global Commitment to Eliminate Child Labor.....	12
GLOBAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS	19
Government Efforts.....	19
Country Assessments.....	25
CONCLUSION: DEMANDING CHANGE FOR A NEW GENERATION OF WORKING CHILDREN	27

REGIONAL ANALYSIS OF GOVERNMENT EFFORTS AND COUNTRY ASSESSMENTS 29

ASIA AND THE PACIFIC.....	30
EUROPE AND EURASIA	33
LATIN AMERICA AND THE CARIBBEAN	36
MIDDLE EAST AND NORTH AFRICA	39
SUB-SAHARAN AFRICA.....	41

THE U.S. EXPERIENCE 44

HOW TO READ A COUNTRY PROFILE 54

COUNTRY PROFILES58

Afghanistan	59
Albania	69
Algeria	78
Angola	86
Argentina	94
Armenia	107
Azerbaijan	115
Bahrain	123
Bangladesh	129
Belize	139
Benin	147
Bhutan	157
Bolivia	163
Bosnia and Herzegovina	175
Botswana	187
Brazil	193
Burkina Faso	206
Burundi	217
Cabo Verde	225
Cambodia	231
Cameroon	242
Central African Republic	253
Chad	263
Chile	273
Colombia	282
Comoros	297
Congo, Democratic Republic of	304
Congo, Republic of	318
Costa Rica	327
Côte d'Ivoire	336
Djibouti	349
Dominica	356
Dominican Republic	361
Ecuador	377
Egypt	387
El Salvador	394
Eritrea	406
Ethiopia	413
Fiji	423
Gabon	431
Gambia, The	440
Georgia	447
Ghana	455

Grenada	469
Guatemala	474
Guinea	485
Guinea-Bissau	493
Guyana	500
Haiti	508
Honduras	518
India	531
Indonesia	543
Iraq	553
Jamaica	562
Jordan	569
Kazakhstan	577
Kenya	584
Kiribati	593
Kosovo	599
Kyrgyz Republic	607
Lebanon	615
Lesotho	624
Liberia	630
Macedonia	638
Madagascar	649
Malawi	659
Maldives	668
Mali	674
Mauritania	685
Mauritius	695
Moldova	702
Mongolia	713
Montenegro	722
Morocco	731
Mozambique	741
Namibia	749
Nepal	756
Nicaragua	766
Niger	778
Nigeria	788
Oman	798
Pakistan	803
Panama	814
Papua New Guinea	824
Paraguay	831
Peru	842
Philippines	853

Rwanda	864	Uganda.....	1049
Saint Lucia.....	873	Ukraine	1059
Saint Vincent and the Grenadines	879	Uruguay.....	1069
Samoa	884	Uzbekistan	1078
São Tomé and Príncipe.....	890	Vanuatu	1090
Senegal	896	Venezuela.....	1095
Serbia.....	906	Yemen.....	1104
Seychelles	915	Zambia.....	1112
Sierra Leone.....	922	Zimbabwe	1120
Solomon Islands.....	931		
Somalia	938	NON-INDEPENDENT COUNTRIES AND TERRITORIES 1127	
South Africa.....	945	Anguilla	1128
South Sudan.....	953	British Virgin Islands.....	1133
Sri Lanka.....	963	Christmas Island	1136
Suriname	970	Cocos (Keeling) Island	1139
Swaziland.....	976	Cook Islands.....	1142
Tanzania	983	Falkland Islands (Islas Malvinas).....	1146
Thailand.....	995	Montserrat	1149
Timor-Leste	1005	Niue	1152
Togo.....	1012	Norfolk Island	1155
Tonga.....	1021	Saint Helena, Ascensión, and Tristán da Cunha	1158
Tunisia	1026	Tokelau.....	1161
Turkey.....	1034	Wallis and Futuna	1164
Tuvalu	1043	West Bank and the Gaza Strip	1166
		Western Sahara	1173

APPENDIX 1: COUNTRY ASSESSMENTS	1177
APPENDIX 2: LAWS AND RATIFICATIONS BY COUNTRY.....	1188
APPENDIX 3: REPORT GUIDE	1195
APPENDIX 4: REFERENCE MATERIALS	1202
APPENDIX 5: TDA CRITERIA AND CORRESPONDING GUIDANCE QUESTIONS.....	1210



Young boy works with heavy equipment without the use of gloves or mask on September, 2015, in Dhaka, Bangladesh.
© Zakir Hossain Chowdhury / Barcro/ Barcroft Media via Getty Images

Acronyms

CRC	Convention on the Rights of the Child
DHS	Demographic Health Survey
EAPCCO	Eastern Africa Police Chiefs Cooperation Organization
ECOWAS	Economic Community of West African States
ECPAT	End Child Prostitution, Child Pornography, and Trafficking of Children for Sexual Purposes
EU	European Union
FLSA	Fair Labor Standards Act
ILO-FUNDAMENTALS	ILO's Fundamental Principles and Rights at Work Branch
GDP	Gross Domestic Product
GSP	Generalized System of Preferences
IDB	Inter-American Development Bank
ILAB	Bureau of International Labor Affairs
ILO	International Labor Organization
ILO C. 29	International Labor Organization, Convention No. 29: Convention concerning Forced or Compulsory Labor, commonly known as the "Forced Labor Convention"
ILO C. 138	International Labor Organization, Convention No. 138: Convention Concerning Minimum Age for Admission to Employment, commonly referred to as the "Minimum Age Convention"
ILO C. 182	International Labor Organization, Convention No. 182: Convention Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the "Worst Forms of Child Labor Convention"
ILO Committee of Experts	International Labor Organization Committee of Experts on the Application of Conventions and Recommendations
ILO R. 190	International Labor Organization, Recommendation No. 190; Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor, commonly referred to as the "Worst Forms of Child Labor Recommendation"
IMF	International Monetary Fund

INTERPOL	ICPO–INTERPOL/International Criminal Police Organization
IOM	International Organization for Migration
LFS	Labor Force Survey
LSMS	Living Standards Measurement Survey
MERCOSUR	Common Market of the South (America); members include Argentina, Brazil, Paraguay (membership currently suspended), Uruguay, and Venezuela
MOU	Memorandum of Understanding
NGO	Non-Governmental Organization
OAS	Organization of American States
OCFT	Office of Child Labor, Forced Labor, and Human Trafficking
OSCE	Organization for Security and Cooperation in Europe
OSHA	Occupational Safety and Health Administration
Palermo Protocol	Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, Supplementing the United Nations Convention Against Transnational Organized Crime
PRSP	Poverty Reduction Strategy Paper
SIMPOC	Statistical Information and Monitoring Program on Child Labor
TDA	Trade and Development Act
TVPRA	Trafficking Victims Protection Reauthorization Act
UCW	Understanding Children’s Work
UN	United Nations
UNDP	United Nations Development Program
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	United Nations Children’s Fund
UNODC	United Nations Office on Drugs and Crime
USAID	U.S. Agency for International Development
USDOL	U.S. Department of Labor
USDOJ	U.S. Department of Justice
USDOS	U.S. Department of State
USHHS	U.S. Department of Health and Human Services
WFP	World Food Program
WHD	Wage and Hour Division
WHO	World Health Organization



Young girls sort out good coffee beans from poor ones in a plant.
© Abbas/Magnum Photos for MFA Italy



Salay Ry, 13, has worked for years at a brick factory to help earn an income to repay the debt of his family. Through the assistance of World Vision's Social Mobilization Against Child Labor Project (SMACL) he is now able to go to school. © World Vision, Inc. 2016 All rights reserved. Used with permission.

Purpose of this Report

The U.S. Department of Labor (USDOL) has prepared this 15th annual report on the *Findings on the Worst Forms of Child Labor* in accordance with the Trade and Development Act of 2000 (TDA).⁽¹⁾ The TDA expanded country eligibility criteria for several preferential tariff programs to include the requirement that beneficiary countries implement their commitments to eliminate the worst forms of child labor.⁽²⁾ The expanded country eligibility criteria apply to the Generalized System of Preferences (GSP) program authorized under the Trade Act of 1974.⁽³⁾ The TDA mandated the Secretary of Labor to report on each “beneficiary country’s implementation of its international commitments to eliminate the worst forms of child labor.”⁽⁴⁾ ILAB carries out this responsibility on behalf of the Secretary.

Research Focus

Country Coverage

This report covers 120 independent countries and 17 nonindependent countries and territories designated as GSP beneficiaries. This includes former GSP recipients who have negotiated free-trade agreements with the United States.⁽⁵⁾ Because the population of children is extremely small (less than 50) or non-existent in the British Indian Ocean Territory, Heard Island and McDonald Islands, and the Pitcairn Islands, the report does not contain a discussion of these non-independent countries and territories. Rather, the report presents information on child labor and the worst forms of child labor and efforts to eliminate this exploitation in the remaining 120 countries and 14 non-independent countries and territories. The regional breakdown of these countries and non-independent countries and territories covered in this report is as follows: Sub-Saharan Africa: 47, Asia and the Pacific: 31, Europe and Eurasia: 18, Latin America and the Caribbean: 26, and the Middle East and North Africa: 12. Because the report focuses on government efforts, non-independent countries and territories are classified by the region of the country with which each non-independent country and territory is associated, as appropriate. Hereinafter, the use of “countries” in the report will also include territories.

Population Covered

In undertaking research on the “worst forms of child labor,” ILAB relied on the definition of a child provided in the TDA, which is the same definition contained in ILO C. 182. The TDA and ILO C. 182 define a “child” to be a person under the age of 18.

Reporting Period

The reporting period for this year’s report is January 2015 through December 2015.

Type of Employment

This report focuses on the worst forms of child labor. The definition of the “worst forms of child labor” is found in the TDA and is the same as that included in ILO C. 182. It includes (a) all forms of slavery or practices similar to slavery, such as the sale or trafficking of children, debt bondage and serfdom, or forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict; (b) the use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes; (c) the use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs; and (d) work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.⁽⁶⁾ Similar to ILO C. 182, the TDA states that the work described in subparagraph (d) should be “determined by the laws, regulations, or competent authority of the country involved.”⁽⁷⁾

Definitions of Working Children

Definitions related to child labor are guided by ILO Conventions 138 on the Minimum Age and 182 on the Worst Forms of Child Labor. ILO's Resolution Concerning Statistics on Child Labor developed during the 18th Conference of Labor Statisticians provides the international framework for measuring children's work. Below are the categories of working children discussed in our report.

Working Children

Working children (children in employment) are those engaged in any economic activity for at least one hour during the reference period. Economic activity includes market production and certain types of non-market production (principally the production of goods and services for own use). The work children perform may be in the formal or informal economy, inside or outside family settings, for pay or profit. This includes children working in domestic service outside the child's own household for an employer (paid or unpaid).⁽⁸⁾

Child Labor

Children in child labor are a subset of working children. Child labor includes employment below the minimum age as established in national legislation (excluding permissible light work) and the worst forms of child labor, including hazardous unpaid household services. Child labor is thus a narrower concept than children in employment, as child labor excludes children who work only a few hours a week in permitted light work and those who are above the minimum age who engage in work not classified as a worst form of child labor.⁽⁹⁾

Worst Forms of Child Labor

Worst forms of child labor refers to those activities described and as understood in ILO Convention 182: Worst Forms of Child Labor, 1999.⁽¹⁰⁾ Under Article 3 of the Convention, the worst forms of child labor comprise—

- (a) All forms of slavery or practices similar to slavery, such as the sale and trafficking of children, debt bondage and serfdom, and forced or compulsory labor, including forced or compulsory recruitment of children for use in armed conflict;
- (b) The use, procuring, or offering of a child for prostitution, for the production of pornography, or for pornographic purposes;
- (c) The use, procuring, or offering of a child for illicit activities, in particular for the production and trafficking of drugs as defined in the relevant international treaties;
- (d) Work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety, or morals of children.

Forced Child Labor

"Forced labor" under international standards means all work or service which is exacted from any person under the menace of any penalty for its nonperformance and for which the worker does not offer himself voluntarily, and includes indentured labor.⁽¹¹⁾ "Forced labor" includes work provided or obtained by force, fraud or coercion, including: (1) by threats of serious harm to, or physical restraint against any person; (2) by means of any scheme, plan or pattern intended to cause the person to believe that, if the person did not perform such labor or services, that person or another person would suffer serious harm or physical restraint; or (3) by means of the abuse or threatened abuse of law or the legal process.⁽¹²⁾ Forced child labor is a categorical worst form of child labor under ILO Convention 182.⁽¹³⁾

Categorical Worst Forms of Child Labor

For the purposes of this report, categorical worst forms of child labor refers to child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182. This category does not include the worst forms of child labor identified under Article 3(d). See "ILO Convention 182: Worst Forms of Child Labor, 1999."⁽¹⁴⁾



*Global estimates on the number of children engaged in categorical worst forms of child labor do not exist. See the ILO's global child labour trends from 2008 to 2012 at http://www.ilo.org/ipec/Informationresources/WCMS_IPEC_PUB_23015/lang-en/index.htm for more information about child labor statistics.

ILO Conventions Related to Child Labor

The International Labor Organization (ILO) brings together governments, employers, and workers representatives of member states to establish international labor standards, develop policies, and implement programs to advance decent work.⁽¹⁵⁾ International labor standards are legal instruments drawn up by these ILO constituents that set out basic principles and rights at work. They take the form of either Conventions or Recommendations. Conventions are legally binding international treaties that may be ratified by member states. Ratifying countries commit themselves to applying the convention in national law and practice and reporting on its application at regular intervals. Key ILO Conventions related to children's work are listed below, along with the minimum ages set by countries related to these conventions. Also listed are countries that have not ratified key conventions or did not establish a compulsory education age that extends to the minimum age for work.

ILO Convention 138: Minimum Age for Admission to Employment, 1973

ILO Convention 138 (ILO C. 138) serves as the principal ILO standard on child labor. Under Article 2(3) of ILO C. 138, Minimum Age for Admission to Employment, the minimum age of admission into employment or work in any occupation "shall not be less than the age of completion of compulsory schooling, and, in any case, shall not be less than fifteen." Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the convention. Additionally, under Article 7(1), "National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work...." Countries that specify a minimum legal working age of 14 years may permit light work for persons ages 12 to 14 years.⁽¹⁶⁾

ILO Convention 182: Worst Forms of Child Labor, 1999

ILO Convention 182 (ILO C. 182) commits ratifying nations to take immediate action to secure the prohibition and elimination of the worst forms of child labor. Among other

actions, ILO C. 182 requires ratifying nations to remove children from the worst forms of child labor and provide them with rehabilitation, social reintegration, and access to free basic education and vocational training; consult with employer and worker organizations to create appropriate mechanisms to monitor implementation of the Convention; take into account the special vulnerability of girls; and provide assistance and/or cooperate with efforts of other members to implement the Convention.⁽¹⁷⁾

ILO Convention 29: Forced Labor, 1930

ILO Convention 29 is the fundamental convention on forced labor. The convention includes some exceptions for compulsory military service, work as part of normal civic obligations, work as a consequence of convictions, working during emergencies, and minor community services.⁽¹⁸⁾

ILO Convention 105: Abolition of Forced Labor Convention, 1957

ILO Convention 105 further clarifies Convention 29 as it relates to forced or compulsory labor as a means of political coercion or education or as a punishment for holding or expressing political views or views ideologically opposed to the established political, social or economic system; as a method of mobilizing and using labor for purposes of economic development; as a means of labor discipline; as a punishment for having participated in strikes; and as a means of racial, social, national or religious discrimination.⁽¹⁹⁾

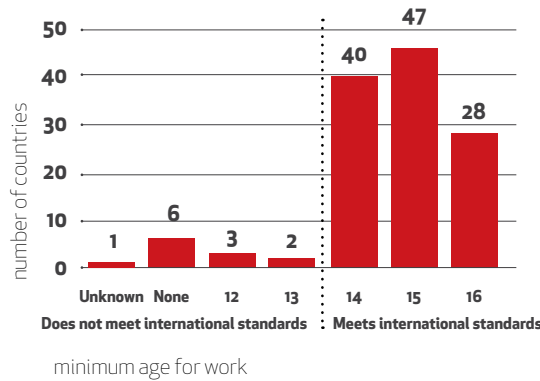
Protocol of 2014 to the Forced Labor Convention, 1930

The Forced Labor Protocol requires countries to take effective measures to prevent and eliminate forced and compulsory labor, to sanction perpetrators and to provide protections and appropriate remedies, such as compensation. It also requires countries to develop a national policy and plan of action to address forced or compulsory labor in consultation with employers' and worker' organizations.⁽²⁰⁾



Minimum Age* for Work

15
years



*Countries whose economy and educational facilities are insufficiently developed may initially specify a minimum legal working age of 14 when ratifying the convention.

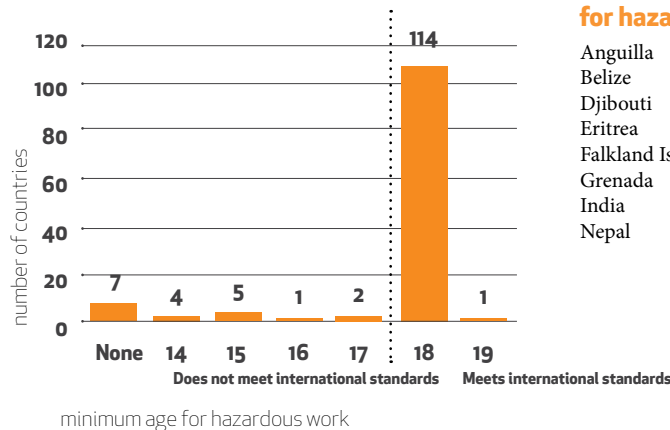
Countries that do not have a minimum age for work at 14 years

Belize	Niue	Solomon Islands
Bhutan	Norfolk Island	Tonga
Cook Islands	Pakistan (Federal)	
India	Saint Helena,	
Nigeria	Ascension, and	
	Tristán da Cunha	



Minimum Age for Hazardous Work

18
years



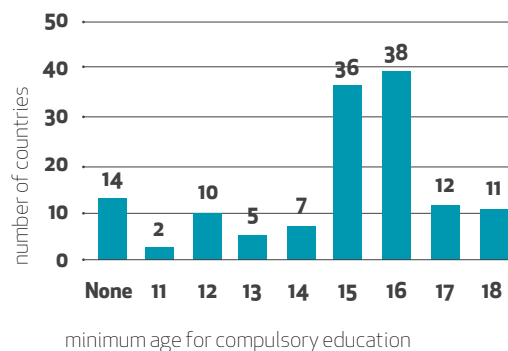
Countries that do not have a minimum age for hazardous work at 18 years

Anguilla	Niger	Solomon Islands
Belize	Niue	Timor-Leste
Djibouti	Norfolk Island	Tonga
Eritrea	Pakistan	Tuvalu
Falkland Islands (Federal, Punjab)	Saint Vincent and the Grenadines	Vanuatu
Grenada	Seychelles	
India		
Nepal		



Minimum Age for Compulsory** Education

15
years



** There is no international standard for compulsory education.

Countries that do not have a compulsory education age that extends to the minimum age for work

Angola	Ethiopia	Papua New Guinea
Bangladesh	Gambia, The	Samoa
Benin	Georgia	São Tomé and Príncipe
Bhutan	Iraq (non-Kurdistan Region)	Solomon Islands
Botswana	Kenya	Somalia
Burundi	Kyrgyz Republic	South Sudan
Cambodia	Lesotho	Suriname
Cameroon	Liberia	Swaziland
Comoros	Maldives	Uganda
Congo, Democratic Republic of the	Mozambique	Vanuatu
Eritrea	Nepal	Zambia
	Nicaragua	Zimbabwe



Lebanon. Deir el Ahmad, a camp for Syrian refugees, children work as seasonal workers. A young girl harvests tobacco leaves.
© Joerg Boethling / Alamy Stock Photo

Country Assessments

Each country in the report receives an assessment⁽²¹⁾ to indicate clearly the Secretary of Labor's findings on their level of advancement in efforts to eliminate the worst forms of child labor during the reporting period. Countries can receive one of five possible assessments: *Significant Advancement*, *Moderate Advancement*, *Minimal Advancement*, *No Advancement*, or *No Assessment*.⁽²²⁾

Significant Advancement Compared with the suggested actions reported in 2014, a country significantly advanced efforts in eliminating the worst forms of child labor in 2015 if it took suggested actions or made other meaningful efforts during the reporting period in **all relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs.

Moderate Advancement Compared with the suggested actions reported in 2014, a country moderately advanced efforts in eliminating the worst forms of child labor in 2015 if it took suggested actions or made other meaningful efforts during the reporting period in **some relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs.

Minimal Advancement There are three types of countries that minimally advanced efforts in eliminating the worst forms of child labor in 2015. The first is a country that, compared with the suggested actions reported in 2014, took suggested actions or made other meaningful efforts during the reporting period in a **few relevant areas** covering laws and regulations, enforcement, coordination, policies, and social programs.

The other two types of countries are those that, regardless of meaningful efforts made in relevant areas, minimally advanced as a result of **establishing or failing to remedy regressive or significantly detrimental laws, policies, or practices that delayed advancement** in the elimination of the worst forms of child labor. Examples of regressive or significantly detrimental laws, policies, or practices include lowering the minimum age for work below international standards; recruiting and/or using children in armed conflict; and continuing to impose administrative barriers to child labor inspections.

- ***Regression in Law, Policy, or Practice that Delayed Advancement.*** This type of country made meaningful efforts in a few or more relevant areas but **established** a regressive or significantly detrimental law, policy, or practice **during the reporting period** that delayed advancement in eliminating the worst forms of child labor.
- ***Continued Law, Policy, or Practice that Delayed Advancement.*** This type of country made meaningful efforts in a few or more relevant

areas but **failed to remedy** a regressive or significantly detrimental law, policy, or practice established in **previous years**, which delayed advancement in eliminating the worst forms of child labor.

No Advancement. There are three types of countries that made no advancement in efforts to eliminate the worst forms of child labor in 2015. The first is a country that, compared with the suggested actions reported in 2014, took **no suggested actions and made no other meaningful efforts** in 2015 to advance the elimination of the worst forms of child labor during the reporting period.

The other two types of countries are those that, regardless of whether meaningful efforts in relevant areas were made or not, had a policy or demonstrated a practice of being **complicit in the use of forced child labor in more than an isolated incident**, which is considered an egregious form of exploitation. Complicity can occur when a government is involved in forced child labor at any level of government, including at the local, regional, or national level. Such involvement is "direct" or proactive government action to compel children under 18 to work.

- ***No Efforts and Complicit in Forced Child Labor.*** This type of country **made no meaningful efforts**, took no suggested actions reported in 2014, and had a policy or demonstrated a practice of being **complicit in the use of forced child labor** in more than an isolated incident in 2015.
- ***Efforts Made but Complicit in Forced Child Labor.*** This type of country **made meaningful efforts**, which may have included taking suggested actions reported in 2014, but had a policy or demonstrated a practice of being **complicit in the use of forced child labor** in more than an isolated incident in 2015.

No Assessment This assessment is reserved for countries in which the population of children is either non-existent or extremely small (under 50); there is no evidence of worst forms of child labor and the country appears to have an adequate preventive legal and enforcement framework on child labor; and when a country is included in the report for the first time or when a country receives a suggested action for the first time. Currently, only certain territories and non-independent countries fall into this category.



A child harvests coffee beans in the department of El Paraiso, Honduras, December 20, 2010. © Orlando Sierra/AFP/Getty Images

The Year in Review

The Sustainable Development Goals: A Global Commitment to Eliminate Child Labor

The persistence of global poverty and inequality received much attention throughout the past year, particularly during the negotiation of the Sustainable Development Goals (SDGs) by the 193 countries of the United Nations. Adopted in September 2015, these 17 goals form an ambitious 15-year plan of action for ending global poverty, protecting the planet, and combatting inequality and injustice by 2030.⁽²³⁾

Goal 8 of the SDGs—Decent Work and Economic Growth—links eliminating child labor and ending poverty. Goal 8 calls for the promotion of “inclusive and sustainable economic growth, full and productive employment, and

decent work for all,” and Target 8.7 calls for “immediate and effective measures” to eradicate forced labor and human trafficking and “secure the prohibition and elimination of the worst forms of child labour.”

Recognition of this direct relationship is not new. **Our predecessors in the fight against child labor identified a clear connection between poverty and child labor well over 100 years ago.**

The beginnings of a movement to end the use of child labor in the United States galvanized in 1904 with the founding of the National Child Labor Committee

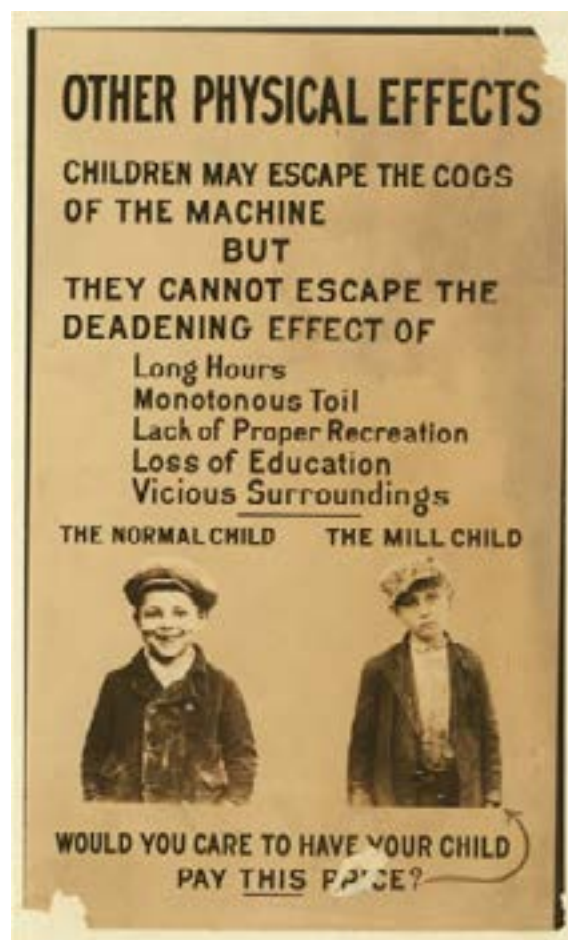
(NCLC). Its founders argued that without an education, child laborers were condemned to a future of illiteracy, poverty, and misery.⁽²⁴⁾ The organization hired investigators to document children working in harsh conditions and used photographs and statistics to publicize their plight. This information was urgently needed because the number of children under age 15 who worked in industrial jobs in the United States grew from 1.5 million in 1890 to 2 million in 1910.⁽²⁵⁾ The advocacy efforts of the NCLC led to the establishment of the Children's Bureau in 1912 as a Federal repository for child labor information. This bureau became part of the U.S. Department of Labor (USDOL) the following year. Their advocacy also led to a decrease in the number of child laborers by nearly 50 percent by 1920.⁽²⁶⁾

Grace Abbott, a trained social worker and child labor reformer, served as head of the Child Labor Division within the Children's Bureau from 1921 to 1934, where among her successes was advocating for a child labor clause to be included in all Federal Government war-goods contracts. Like the founding members of the NCLC, Abbott believed that child labor and poverty are inherently intertwined:

"Child labor and poverty are inevitably bound together and if you continue to use the labor of children as the treatment for the social disease of poverty, you will have both poverty and child labor to the end of time."



Grace Abbott, Social worker, child labor reformer, and head of the Department of Labor's Child Labor Division



The high price of child labor was fully recognized by the National Child Labor Committee in the early 1900s, when this handbill was created.

Image source: <http://childlaborhistoryfair.weebly.com/>

Child labor decreased significantly in the United States, in no small part due to the tireless work of Grace Abbott and her contemporaries. Roughly a century later, we are witnessing a similar positive trend: **a significant reduction in the number of child laborers around the world**, from 246 million in 2000 to 168 million in 2012—a **decrease of almost one-third**. Even so, while progress has clearly been made, child labor around the world persists, looking very much like what Grace Abbott witnessed in this country in the first decades of the 20th century. Full implementation of SDG Goal 8 and, in particular, Target 8.7 is critical to achieving globally the kind of progress that she and others achieved here at home roughly a century ago.



Left: Child labor in mining looks virtually the same today as it did a century ago. In August 1908, 11-year-old Otha Porter Martin worked as a “tippie boy” in the Turkey Know coal mine which was located in Mac Donald, West Virginia (USA). © Library of Congress. Right: Miguel Hernandez who was 12 years old in April 2005, spent more than 11 hours a day working inside a mine in Llallagua, Bolivia, in order to help his family make ends meet. © Alvaro Ybarra Zavala/Getty Images

The Sustainable Development Goals: A Roadmap for Ending Child Labor

“We resolve, between now and 2030, to end poverty and hunger everywhere; to combat inequalities within and among countries; to build peaceful, just and inclusive societies; to protect human rights and promote gender equality and the empowerment of women and girls; and to ensure the lasting protection of the planet and its natural resources. We resolve also to create conditions for sustainable, inclusive and sustained economic growth, shared prosperity and decent work for all, taking into account different levels of national development and capacities.”

— Excerpted from the Resolution adopted by the UN General Assembly on September 25, 2015, “Transforming our world: the 2030 Agenda for Sustainable Development”⁽²⁷⁾

Addressing Child Labor through Sustained Economic Growth and Decent Work

Children today can be found doing virtually every type of work under a wide range of conditions in nearly every corner of the globe. They grow the food we eat, straining to carry heavy loads of produce, wielding dangerous tools, and spraying toxic pesticides. They dive for, load, and process the fish we consume, risking drowning and exposure to cold temperatures.⁽²⁸⁾ They toil for long hours cleaning homes, often risking physical and sexual abuse from their employers. Children sell goods on the streets, sort through trash, mine for precious gems, and build new hotels and office buildings.⁽²⁹⁾ Some are enslaved, bonded to repay debts, used by armed groups to wage war, or exploited in prostitution.⁽³⁰⁾

Exploitative child labor is a complex, multifaceted problem that stems, in significant part, from poverty. Many other factors, however, contribute to the inequity of opportunity that puts children at higher risk of labor exploitation:

- Lack of access to quality education and training
- Lack of decent work opportunities for youth and adult workers
- Demand for cheap and obedient labor
- Economic shocks
- Customs that emphasize the need for children to gain work experience
- Failure of governments to implement laws and policies designed to protect children
- Household crises
- Discrimination based on race or ethnicity
- Language barriers
- Disabilities
- Armed conflict
- Food crises
- Disease outbreaks⁽³¹⁾

The mission of USDOL's Bureau of International Labor Affairs aligns with SDG Goal 8 and Target 8.7 as we seek to improve global working conditions, raise living standards, protect workers' ability to exercise their rights, and address the workplace exploitation of children and other vulnerable populations, helping to ensure that workers around the world are treated fairly and able to share more fully in the benefits of the global economy.



Inequality of Opportunity

The theme of *The State of the World's Children 2016*, recently released by UNICEF, is “Reaching every child: The promise of equity.” This report argues that long-term sustainable growth, stability, and prosperity in any country can be predicted by the degree to which it provides every child with a fair chance to succeed. It concludes that promoting equity is “both a practical and a strategic imperative, helping to break intergenerational cycles of disadvantage and thus reducing the inequalities that undermine all societies.”⁽³²⁾

Inequity of opportunity, both for vulnerable children and their families, increases the likelihood of exploitative child labor. Due to factors such as family income, social status, disabilities, or gender, among others, many children face barriers to accessing quality schools and advancing to higher levels of education. Along with older members of their families, children who have reached the minimum age for work face obstacles to obtaining safe, legal, secure, and decent jobs that pay fair wages and in which they can freely exercise their rights. These children are also at a higher risk of involvement in child labor.

As this year’s *Findings on the Worst Forms of Child Labor* reflects, over the past year, some governments undertook meaningful efforts to reduce inequities so that shared prosperity could be enjoyed by more children, regardless of gender, disability or health status, race, ethnicity, national origin, migration status, or religion. This included steps to ensure that all children had an opportunity to receive high-quality education or training; health care; and, when age appropriate, decent employment opportunities to help them develop and have a chance at upward mobility in the future.

For example, in Argentina, the National Registry of Agricultural Employers and Workers (RENATEA) program provided infrastructure improvement, operating costs, and pedagogical development to rural schools located in agricultural areas where children may be at risk of child labor. The Government of Ghana’s Education Service placed girls’ education officers at the regional and district levels, and mobilized communities to enroll more girls in school. The Government of Jordan’s Social Support Centre in Marka afforded education, training, and rehabilitation to school dropouts and child laborers, including

Seven-year-old Pakistani Roma girl was orphaned when a mortar round hit her family’s house and killed her parents - she fled to Jalozaï camp in northern Pakistan. © UNHCR/S.Rich



The Marginalization of Roma Children

Roma children across Europe and parts of Eurasia remain disproportionately represented among victims of child trafficking, forced begging, and commercial sexual exploitation. This remained true in 2015, despite the conclusion of the Decade of Roma Inclusion (The Decade). The Decade was an initiative by the Governments of Albania, Bosnia and Herzegovina, Macedonia, Montenegro, and Serbia to eliminate discrimination against Roma people and to help them close societal gaps in income and opportunity.

Each country participating in the Decade, as well as Kosovo, maintained national policies and social programs that aimed to increase birth registration rates and access to inclusive education for Roma children. But many of these plans suffered from a lack of funding and implementation. Despite government efforts, the low rate of birth registration in Roma communities continued, often due to prohibitive registration costs, residency requirements, or a low level of awareness about the importance of registration.⁽³³⁾ The lack of birth registration prevented some Roma children from enrolling in school. Those who did enroll were often placed in segregated schools exclusively for Roma children with a lower standard of education than other public schools, or in schools for children with learning disabilities despite not having such disabilities.⁽³⁴⁾ While the Decade did raise international awareness, it did not succeed in significantly improving the economic and social status of most Roma families.

The Link Between Disability and Child Labor

There are at least 93 million children with disabilities around the world, only 10 percent of whom attend school.⁽³⁵⁾ According to UNICEF, children who are poor and who work in dangerous conditions have a higher risk of becoming disabled. Once they become disabled, these children are often unable to access social protection services, which contributes to greater poverty.⁽³⁶⁾ Some children whose family members are affected by disabilities may be out of school, as they must work to provide for the family or provide care for that relative.⁽³⁷⁾ EducaFuturo, a USDOL-funded technical assistance project in Panama and Ecuador, works to expand access to education and livelihood opportunities for families affected by child labor and disability.⁽³⁸⁾ Through this project, more than 5,953 children are enrolled in education services, and 1,675 households are getting support to help end children's involvement in exploitive labor.⁽³⁹⁾

children with disabilities. And the Government of Thailand supports the operation of Migrant Learning Centers that helped ensure a basic education to children in migrant communities.

In many other instances, however, initiatives to reduce inequities are nonexistent, have not been implemented adequately, or are otherwise falling short of helping vulnerable children. In some cases, this is because programs fail to address one or more essential social services, such as education, health care, or civil or birth registration. In other cases, governments may not be making the necessary changes to legal, political, and economic structures to address ingrained unfairness and exclusion. These types of foundational changes are critical for helping the most vulnerable and marginalized, especially children who are at high risk of child labor and their families.

Global Crises in 2015

In 2015, numerous shocks and stresses throughout the world—disease epidemics, drought, and food crises; major economic downturns and rapid environmental degradation; and the outbreak, escalation, or persistence of armed conflict—exacerbated inequity of opportunity and increased children's vulnerability to the worst forms of child labor, including human trafficking.⁽⁴⁰⁾ Of particular concern during the past year were increased migrations within countries and across national borders, stemming from a number of the aforementioned shocks and stresses, particularly armed conflict.

UNHCR reported that the global number of people displaced by armed conflict—65.3 million individuals—was at its highest level ever by the end of 2015, surpassing the numbers seen in the wake of World War II.⁽⁴¹⁾ More than 30 million of these displaced persons—almost half—were children.⁽⁴²⁾

Nearly 1.3 million children across Cameroon, Chad, Niger, and Nigeria, for instance, have been displaced by violence attributed to the Boko Haram insurgency.⁽⁴³⁾ In South Sudan, nearly 2.4 million people fled their homes during two years of armed conflict, 721,000 of whom have become refugees in neighboring countries.⁽⁴⁴⁾ As of July 2015, at least 847,872



On February 10, 2015, child soldiers sit with their rifles at a ceremony overseen by UNICEF and its partners about disarmament, demobilization, and reintegration in Pibor, South Sudan.
© Samir Bol/Anadolu Agency/Getty Images

A Syrian refugee collects potatoes on a farm in Lebanon.
© Ahmad Baroudi/Save the Children



The Impact of Syria's Mass Migration on Children

2016 marks the fifth anniversary of the Syrian refugee crisis, which is one of the largest population displacement crises in recent history and continues to have ripple effects throughout the region. Syria was the world's top source country of refugees in both 2014 and 2015. Since the beginning of the conflict, 4.9 million Syrian refugees have fled to the neighboring countries of Iraq, Jordan, Lebanon, and Turkey, as well as Egypt, including one million within the past year.⁽⁴⁹⁾ More than half of these refugees are under 18 and over 700,000 of these children do not attend school.⁽⁵⁰⁾ Rather than achieving their greatest potential,

these children risk a future of illiteracy and poverty, toiling in Jordan's restaurants, shops, and fields, Turkey's textile mills, and in several countries on the streets and in domestic service and commercial sexual exploitation. In Lebanon, for example, children as young as 10 have been identified as victims of bonded labor in agriculture.⁽⁵¹⁾ Save the Children reported that 47 percent of Syrian refugee households in Jordan subsist partly or entirely on income brought in by their children. Children who remain within Syria are also at great risk of involvement in child labor, as the country is home to the world's second largest internally displaced populations, with 7.6 million people internally displaced.⁽⁵²⁾ As a consequence, children as young as nine years old are involved in hazardous economic activities that limit their access to education, including some who have been forced to take up arms or smuggle goods across borders.⁽⁵³⁾

Afghans had been internally displaced as a result of conflict, with 2.7 million becoming refugees.⁽⁴⁵⁾ Other violence-induced migrations occurred within or from Burundi, Central African Republic, Iraq, Somalia, Sudan, and Syria. Children from these countries have been killed, abducted, sexually assaulted, used as suicide bombers, and forced to join armed groups.

Inequity of opportunity manifests frequently in the children, and their families, living in or migrating from regions of conflict, who often lack access to adequate housing, food, social services, legal protections,

education, or viable ways to support themselves.⁽⁴⁶⁾ In January 2016, for example, UNICEF reported that nearly 25 percent of children living in conflict zones across 24 countries were not attending school.⁽⁴⁷⁾ South Sudan, where schools were occupied by armed groups in 2015 and the Government ceased paying teachers' salaries in opposition-held areas, is home to the world's highest proportion of out-of-school children, with 51 percent of primary and lower secondary age children not in the classroom. The situation is nearly as dire in Niger, where 47 percent are unable to attend school, and in Afghanistan, with 40 percent out of school.⁽⁴⁸⁾

Global Analysis of Government Efforts and Country Assessments

This 15th edition of the *Findings of the Worst Forms of Child Labor* describes the actions taken by 137 countries and territories in 2015 to meet their international commitments to address the worst forms of child labor by enacting and enforcing laws, coordinating effectively among stakeholders, establishing policy frameworks, and implementing social programs. It also points out continuing gaps in such efforts and makes recommendations regarding measures that could be undertaken to improve progress in reducing child labor.

Government Efforts

During this reporting period, 111 out of 137 governments covered in this report made at least one meaningful effort in advancing the elimination of the worst forms of child labor. Specifically, 63 governments improved their laws, 65 undertook child labor law enforcement activities, 39 better coordinated their child labor initiatives, 61 enacted or implemented policies related to child labor, and 79 governments offered social programs to assist vulnerable children.

Increased Focus on Law Enforcement

Enforcement of child labor laws is critical to preventing and eliminating the worst forms of child labor. The failure to adequately sanction such practices, and secure remediation, maintains a culture of impunity that fails to effectively deter abusive practices. Child labor law enforcement is a challenge for many countries, particularly those with relatively weak law enforcement systems. Law enforcement entities in such countries often do not adequately document the cases on which they work, and when they do, many of the records are handwritten. Law enforcement statistics often are not collected, compiled, or analyzed on a national level, and, in many cases, there is no simple or reliable way for national governments to obtain this information from local jurisdictions, even when they request it. These and myriad other factors make accurately reporting and evaluating labor law enforcement data challenging.

In 2015, 65 governments included in this report made at least one meaningful effort to improve their labor and criminal law enforcement to better address child labor. Uganda, for example, trained more than 1,000 criminal law enforcement officers on issues related to the worst

forms of child labor. The Philippines' Inter-Agency Council Against Trafficking conducted training for 3,693 government personnel and 5,972 nongovernmental participants. Bahrain launched a multilingual hotline for the public to report cases of human trafficking and migrant worker abuse. Ivorian police conducted an operation that rescued 48 child trafficking victims, and Guyana achieved the country's first child trafficking conviction in which the full remedy available under the law – both imprisonment and restitution – was handed down to the offender. Courts in Lebanon and Namibia each convicted one defendant for the crime of child sex trafficking, resulting in prison sentences of 10 or more years. Prosecutors in Costa Rica carried out 50 investigations, initiated 10 prosecutions, and convicted 17 individuals involved in the commercial sexual exploitation of children.

Despite these positive steps, 69 governments included in this report made no meaningful efforts to enforce



ARCH's MFS program has inspired Mercy to tap into her own potential and give back to her community. She now serves as a peer mentor in her village, advocating for the elimination of hazardous child labor. When Ebola broke out in her community last year, Mercy stepped in to help educate her community about good hygiene and prevention practices.
© Winrock – ARCH (Actions to Reduce Child Labor)

laws related to child labor. Labor and criminal law enforcement efforts remained inadequate in many countries, particularly in rural areas where child labor is prevalent, as well as in the informal sector where if child labor laws cover children, they are often not enforced. Of the 137 countries included in this report for which data is reported and available, 56 governments did not meet the ILO's recommended benchmarks for an adequate number of inspectors. In three countries—Armenia, Kyrgyz Republic, and Ukraine—unannounced inspections were not permitted. Thirty-six countries and mainland Tanzania⁵⁴ did not give their inspectors the authority to assess penalties for labor violations, 16 lacked a mechanism to receive child labor complaints, and three—Armenia,⁵⁵ Georgia, and Somalia—lacked labor inspectorates entirely. Many enforcement bodies reported being underfunded and understaffed; hindered by corruption and insufficient legal mandates; and lacking adequate training, data collection, and coordination mechanisms to effectively carry out their work.

It is our goal to help improve global awareness and understanding of law enforcement efforts to address child labor through our analysis and reporting of child labor law enforcement data. In preparing this year's report, we endeavored to more systematically request, collect, and document this information through the inclusion of two new charts for each country where child labor is known to occur: the first focuses on labor law enforcement data and the second focuses on criminal law enforcement. In some categories for some countries, readers will note that the corresponding responses are listed as "Unknown." This denotes that governments either did not provide the information to USDOL or the U.S. embassy or consulate in country, or they do not collect such information. USDOL's Bureau of International Labor Affairs, in partnership with U.S. diplomatic missions, will continue to work with governments to obtain more comprehensive law enforcement statistics and provide a clearer picture of what successful child labor law enforcement interventions look like, as well as best practices seen around the world.

"As part of enhanced coordination with the Department of Justice, we have also begun receiving referrals for potential violations of the Fair Labor Standards Act. This is important because we're sometimes able to bring civil cases under the laws we enforce, with a lower burden of proof, where the Department of Justice is unable to bring criminal trafficking charges. This is one of the ways we as a civil enforcement agency can support law enforcement efforts against perpetrators of these crimes, obtaining back wages and liquidated damages for victims."



U.S. Secretary of Labor Thomas E. Perez. Remarks delivered at press conference announcing next steps of Anti-Trafficking Coordination Team Initiative, June 25, 2015. <https://www.justice.gov/opa/speech/secretary-thomas-e-perez-delivers-remarks-press-conference-announcing-next-steps-anti>

"Right now, 62 million girls worldwide are not in school... We cannot address our girls' education crisis until we address the broader cultural beliefs and practices that can help cause and perpetuate this crisis."

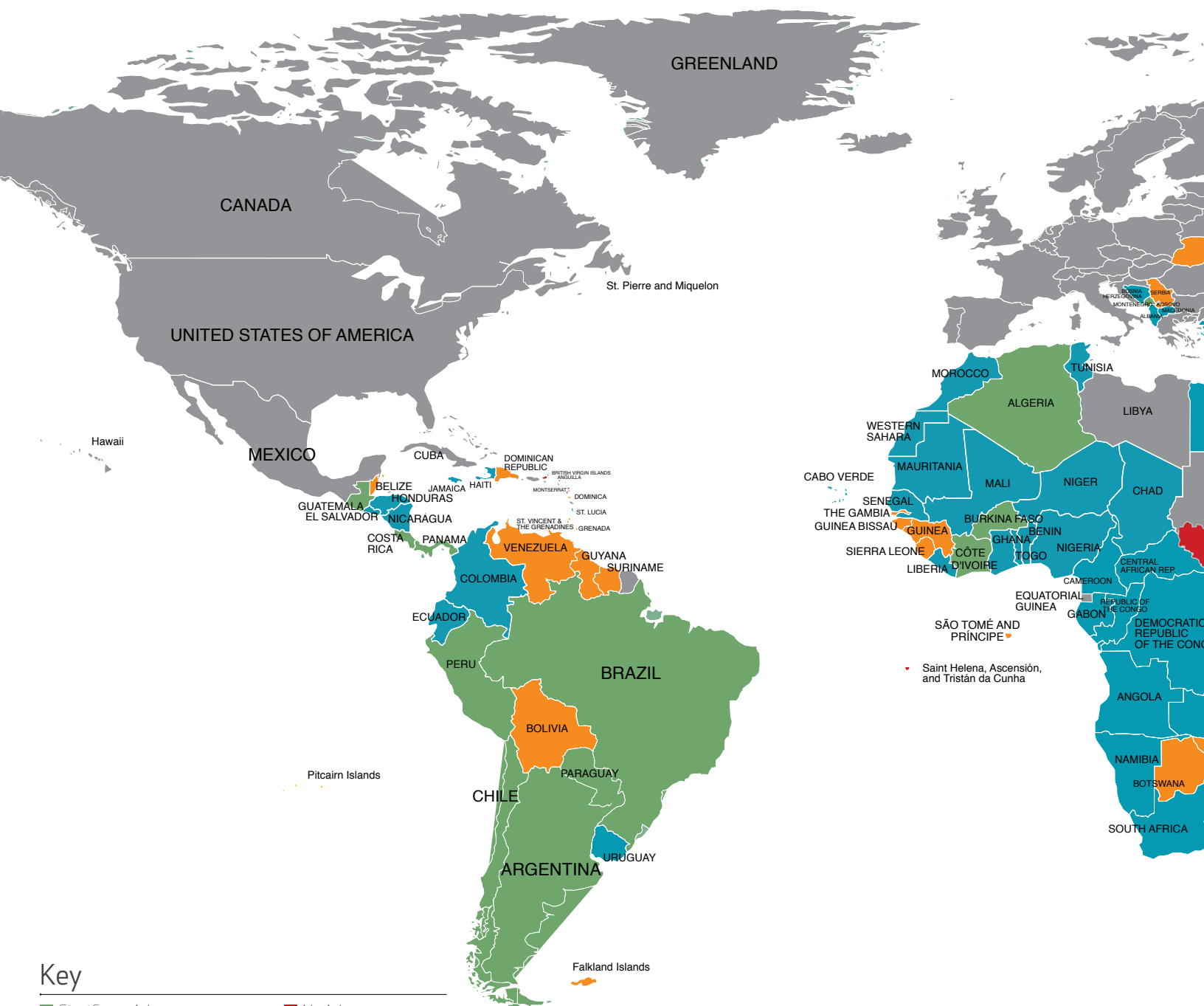


First Lady Michelle Obama, Let Girls Learn, November 2, 2015, <http://www.theatlantic.com/international/archive/2015/11/girls-education-michelle-obama/413554/>



Girls participate in early childhood education classes adjoining a weaving center where their mothers learn to weave. Many of Goodweave's social programs impacts two generations at once—both parent and child through employment and education respectively.
© Lorenzo Tugnoli/GoodWeave International

2015 Assessment of Country Efforts to



Key

- Significant Advancement
- Moderate Advancement
- Minimal Advancement
- No Advancement
- No Assessment

Map not drawn to scale.

Eliminate the Worst Forms of Child Labor

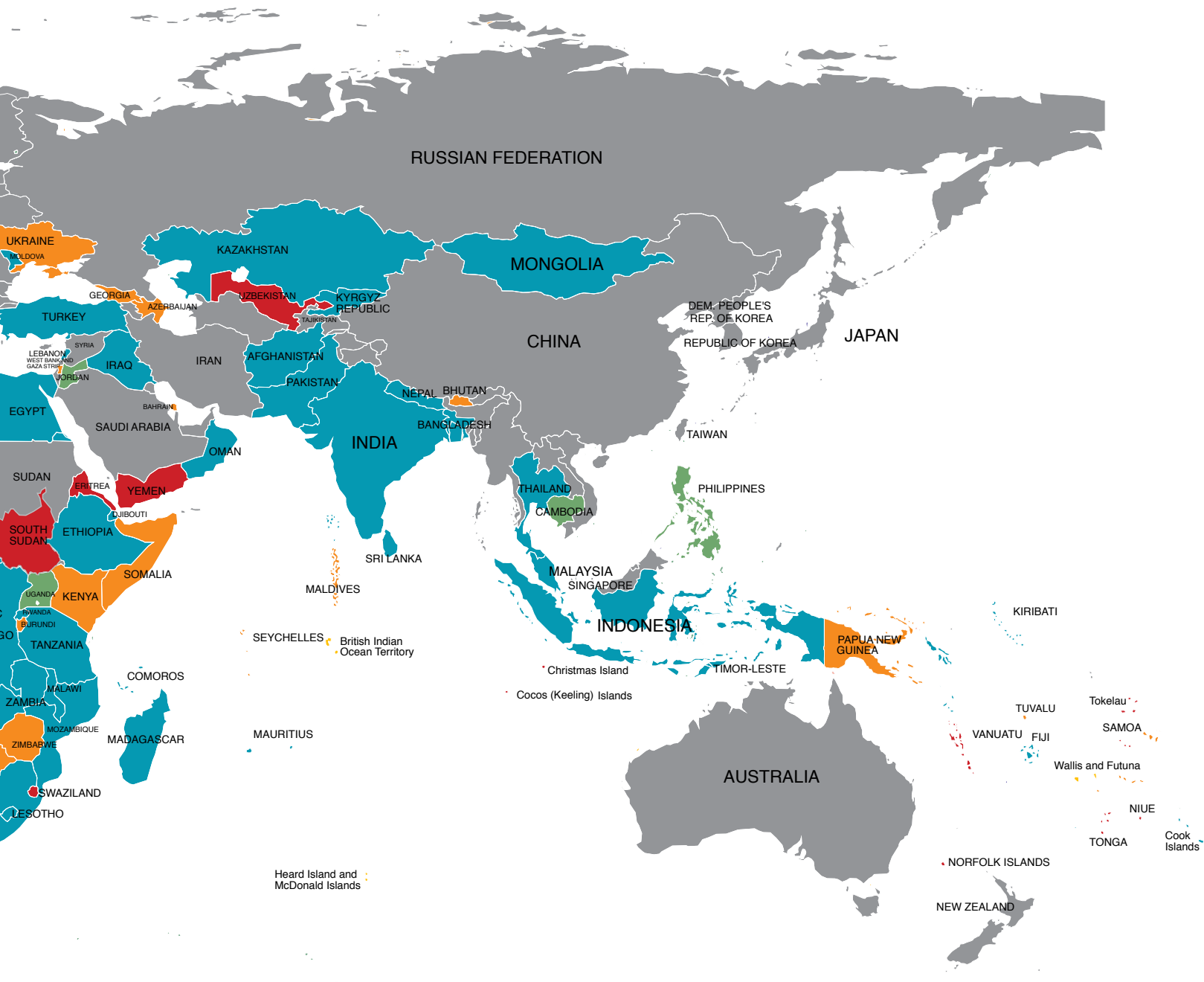


FIGURE 1

Global Breakdown of Country Assessments

137 countries

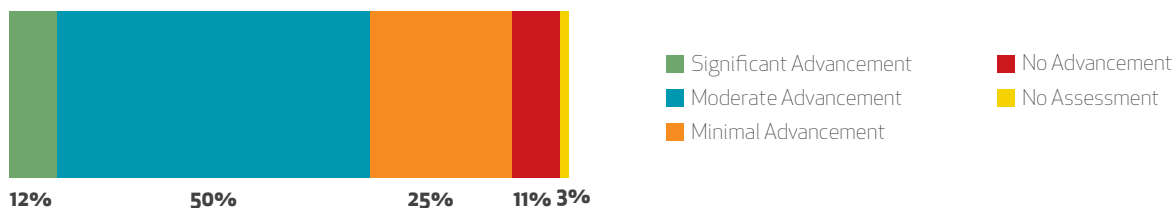


FIGURE 2

Country Assessment by Advancement Level

Significant Advancement 16

Algeria	Burkina Faso	Costa Rica	Jordan	Paraguay	Philippines
Argentina	Cambodia	Côte d'Ivoire	Montenegro	Peru	Uganda
Brazil	Chile	Guatemala	Panama		

Moderate Advancement 68

Afghanistan	Comoros	Ghana	Lesotho	Namibia	Sri Lanka
Albania	Congo, Democratic Republic of	Haiti	Liberia	Nepal	Tanzania
Angola	Congo, Republic of	Honduras	Macedonia	Nicaragua	Thailand
Bangladesh	Cook Islands	India	Madagascar	Niger	Timor-Leste
Benin	Djibouti	Indonesia	Malawi	Nigeria	Togo
Bosnia and Herzegovina	Ecuador	Iraq	Mali	Oman	Tunisia
Cabo Verde	Egypt	Jamaica	Mauritania	Pakistan	Turkey
Cameroon	El Salvador	Kazakhstan	Mauritius	Rwanda	Uruguay
Central African Republic	Ethiopia	Kiribati	Moldova	Saint Lucia	Western Sahara
Chad	Fiji	Kosovo	Mongolia	Senegal	Zambia
Colombia	Gabon	Kyrgyz Republic	Morocco	Solomon Islands	
		Lebanon	Mozambique	South Africa	

Minimal Advancement 34

<u>Efforts Made</u>	Falkland Islands (Islas Malvinas)	Papua New Guinea	Venezuela	<u>Efforts Made but Continued Law, Policy, or Practice that Delayed Advancement</u>
Anguilla	Gambia, The	Saint Vincent and the Grenadines	West Bank and the Gaza Strip	Armenia
Azerbaijan	Grenada	Samoa	Zimbabwe	Bolivia
Bahrain	Guinea	São Tomé and Príncipe	<u>Efforts Made but Regression in Law, Policy, or Practice that Delayed Advancement</u>	Dominican Republic
Belize	Guinea-Bissau	Serbia		Georgia
Bhutan	Guyana	Seychelles		Ukraine
Botswana	Kenya	Suriname		
Burundi	Maldives	Tuvalu		
Dominica				

No Advancement 15

<u>No Efforts Made</u>	Niue	Tokelau	<u>Efforts Made but Complicit in Forced Child Labor</u>	Swaziland
British Virgin Islands	Norfolk Island	Tonga		Uzbekistan
Christmas Island	Saint Helena, Ascension, and Tristán da Cunha	Vanuatu		
Cocos (Keeling) Islands		Yemen		
Montserrat				

No Assessment 4

British Indian Ocean Territory	Heard Island and McDonald Islands	Pitcairn Islands	Wallis and Futuna
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Country Assessments

Figure 1 provides a global breakdown of the country assessments in this report. Overall, 84 of the 137 countries (61 percent) received an assessment of Moderate Advancement or higher, compared with 49 countries (36 percent) that received an assessment of Minimal Advancement or lower. The remaining four countries (three percent) received a No Assessment. Sixteen countries received an assessment of Significant Advancement, 68 received Moderate Advancement, 34 received Minimal Advancement, and 15 received No Advancement. Two countries—Sierra Leone and Somalia—received an assessment of Minimal Advancement regardless of meaningful efforts made in relevant areas as a result of establishing a regressive or significantly detrimental policy or practice during the reporting period that delayed advancement in the elimination of the worst forms of child labor. In addition, five countries—Armenia, Bolivia, the Dominican Republic, Georgia, and Ukraine—received an assessment of Minimal Advancement regardless of meaningful efforts made in relevant areas as a result of failing to remedy a regressive or significantly detrimental law or practice that was established in previous years that delayed advancement in the elimination of the worst forms of child labor. The governments of four countries—Eritrea, South Sudan,

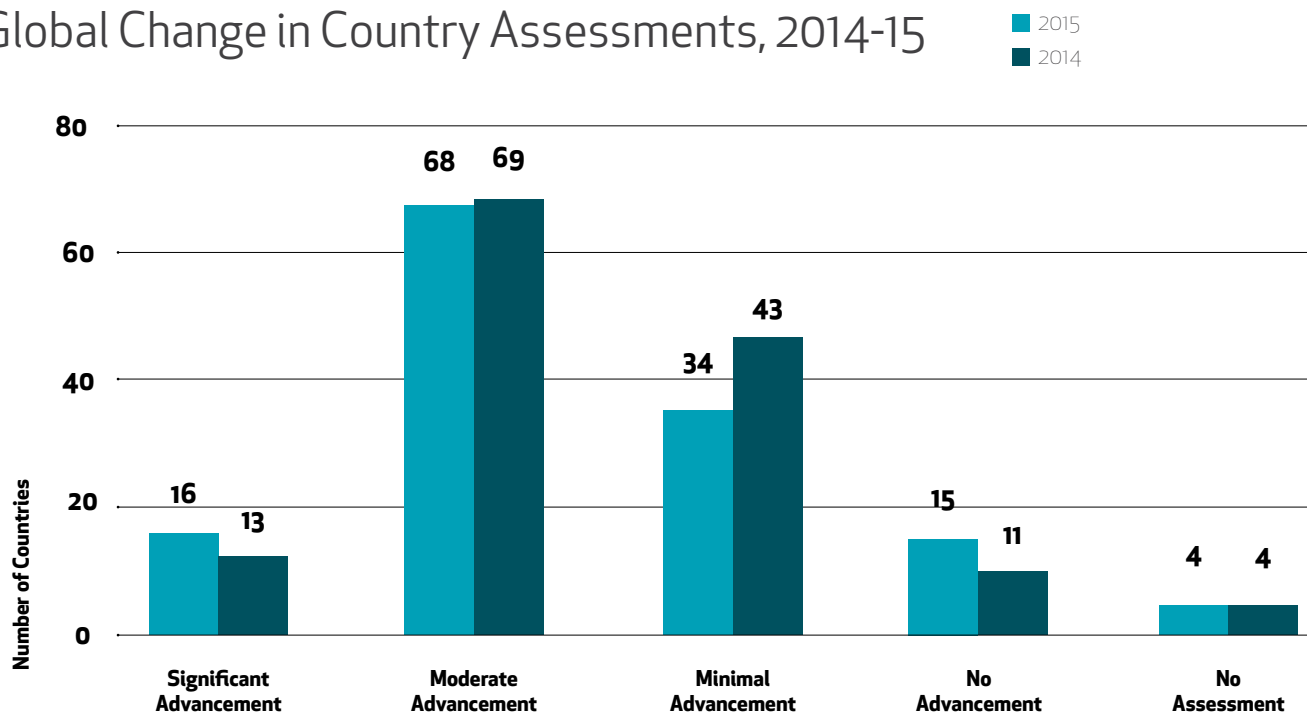
Swaziland, and Uzbekistan—received an assessment of No Advancement, regardless of meaningful efforts they made in relevant areas, as a result of a policy or demonstrated practice of being complicit in the use of forced child labor in more than an isolated incident.

One territory, Wallis and Futuna, was not assessed because there was no evidence of a worst forms of child labor problem and the territory has a good legal and enforcement framework on child labor. Other territories were not assessed due to their small population size: The British Indian Ocean Territory does not have a permanent civilian population, Heard Island and McDonald Islands are uninhabited, and the Pitcairn Islands has a population of fewer than 50 people. Barbados, Russia, and Trinidad and Tobago were included in past years' reports, but were not included in this edition as they are no longer eligible for the Generalized System of Preferences program authorized under the Trade Act of 1974.

The assessment results from 2015 indicate progress. The number of countries receiving Significant and Moderate Advancement assessments increased from 82 in 2014 to 84 in 2015. The number of countries assessed at Minimal Advancement and No Advancement decreased from 54 in 2014 to 49 compared in 2015 (See Figure 2).

FIGURE 3

Global Change in Country Assessments, 2014-15



A total of 24 countries increased their assessment level in 2015. Of the 16 countries that received Significant Advancement this year, eight countries received this assessment after receiving a Moderate Advancement in the previous reporting period: Argentina, Burkina Faso, Cambodia, Costa Rica, Guatemala, Jordan, Montenegro, and Panama. One country, Algeria, received this assessment after receiving a Minimal Advancement in 2014. Fourteen countries that received an assessment of Minimal Advancement in 2014 received a higher assessment of Moderate Advancement in 2015—the Central African Republic, Cook Islands, Djibouti, Iraq, Kazakhstan, Kiribati, Kyrgyz Republic, Liberia, Macedonia, Malawi, Mauritius, Namibia, Senegal, and Tanzania. One country, the Falkland Islands (Islas Malvinas), was upgraded from No Advancement to Minimal Advancement in this year's report.

Twenty-two other countries dropped to lower assessment levels in 2015 compared to 2014. One country—Yemen—dropped two levels from Moderate Advancement to No Advancement (see the 2015 Regional Outlook for the Middle East and North Africa for more information

about Yemen). Twenty-one other countries dropped by one level. Six of these countries—Colombia, Ecuador, El Salvador, Madagascar, South Africa, and Thailand—dropped from Significant Advancement to Moderate Advancement; Eleven countries—Azerbaijan, Grenada, Guinea, Guyana, Kenya, Papua New Guinea, Serbia, Seychelles, Sierra Leone, Somalia, and Ukraine—dropped to Minimal Advancement; and four countries—Niue, Swaziland, Tokelau, and Tonga—dropped one level to No Advancement. Of the countries that dropped one level to Minimal Advancement—Sierra Leone and Somalia—dropped regardless of meaningful efforts made in relevant areas as a result of establishing a regressive or significantly detrimental policy or practice during the reporting period that delayed advancement in the elimination of the worst forms of child labor. Of the countries that dropped one level to No Advancement, Swaziland dropped regardless of meaningful efforts made in relevant areas because it demonstrated a practice of being complicit in the use of forced child labor in more than an isolated incident. Figure 3 provides a global breakdown on changes in country assessments from 2014 to 2015.



Boy Chipping Ore, Panique Mine, Island of Masbate, The Philippines.
© Larry C. Price/Pulitzer Center on Crisis Reporting

Conclusion: Demanding Change for a New Generation of Working Children

Today, millions of children remain trapped in the worst forms of child labor. The names, faces, and locations may have changed since Grace Abbott and other contemporaries began calling for increased awareness and action, but the factors that lead children to work and the conditions under which they do so remain largely the same. Child labor continues to demand champions, like Grace Abbott, to meet the SDGs' target, and moral imperative, of ending child labor in our time.

Ask Questions, Take Action, Demand Change.

For over 20 years, our Bureau of International Labor Affairs has been asking questions about how the global community can work together to end child labor. This year's report and its accompanying *Sweat & Toil* app contain detailed and accessible information that provides readers, and consumers, a foundation for looking further into this issue. They provide the basis for asking governments, employers, and other stakeholders what they are doing to help eliminate child labor in workplaces and throughout supply chains, and demanding change.

Greater awareness of child labor already has led to significant change. As this report indicates, many governments continue to improve their responses to these abuses, including through economic development, education, and social protection efforts that invest in and safeguard children, regardless of their gender, ethnicity, nationality, race, religion, or socio-economic status.⁽⁵⁶⁾ Many stakeholders, including businesses, trade unions, and other civil society organizations, continue to work together and collaborate with governments, leveraging resources and competencies.

Child labor is deeply entrenched, however, and its underlying causes are wide and varied. Success will not come quickly or easily. Governments encounter significant challenges along the way, such as limited resources, conflicting priorities, insufficient capacity,

difficulty mobilizing stakeholders, and unexpected crises. This report suggests specific actions that governments can take, even when facing such limitations, to move forward in their fight against child labor. These recommendations can serve not only as a roadmap for government efforts, but also as a framework for conversations among a full range of stakeholders.

Nearly a century ago, Grace Abbott advocated that sustainable economic development cannot be achieved on the backs of children. We remain inspired by her courage to speak out and demand change. We stand on her shoulders when we ask questions through this report; take action through direct engagement; and demand that governments, businesses, and other stakeholders do more. This report stems from the legacy that she left us. We are committed to using it as a tool to carry on her work on behalf of a new generation of children.

"The future we want, all of us want — opportunity and security for our families, a rising standard of living, a sustainable, peaceful planet for our kids — all that is within our reach. But it will only happen if we work together."



Barack Obama, delivered during the State of the Union Address, January 12, 2016, <https://www.whitehouse.gov/sotu>



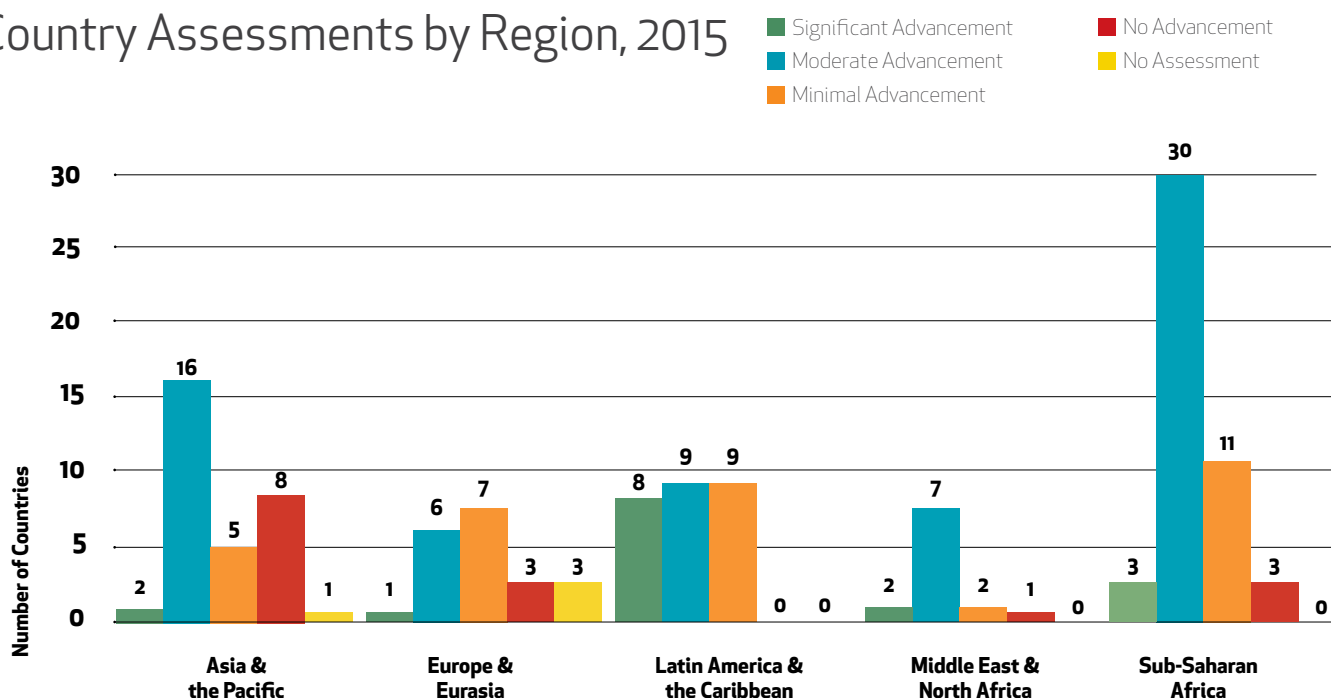
A 10-year-old boy looks for metal scraps at a garbage heap in Mbale town, east of Kampala. He sells metal scraps and empty plastic bottles in exchange for money, food, or petrol to sniff. © Edward Echwalu 2014

Regional Analysis of Government Efforts and Country Assessments

This 2015 report includes a regional analysis of country assessments and regional trends in government actions to eliminate the worst forms of child labor. Figure 4 provides a regional breakdown of the country assessments. Every region had at least one country receive an assessment of Significant Advancement, with Latin America and the Caribbean with eight countries, followed by Sub-Saharan Africa with three countries, and Asia and the Pacific and the Middle East and North Africa with two countries each. The remaining part of this discussion reviews trends and gaps in efforts to eliminate child labor, including the worst forms, by region.

FIGURE 4

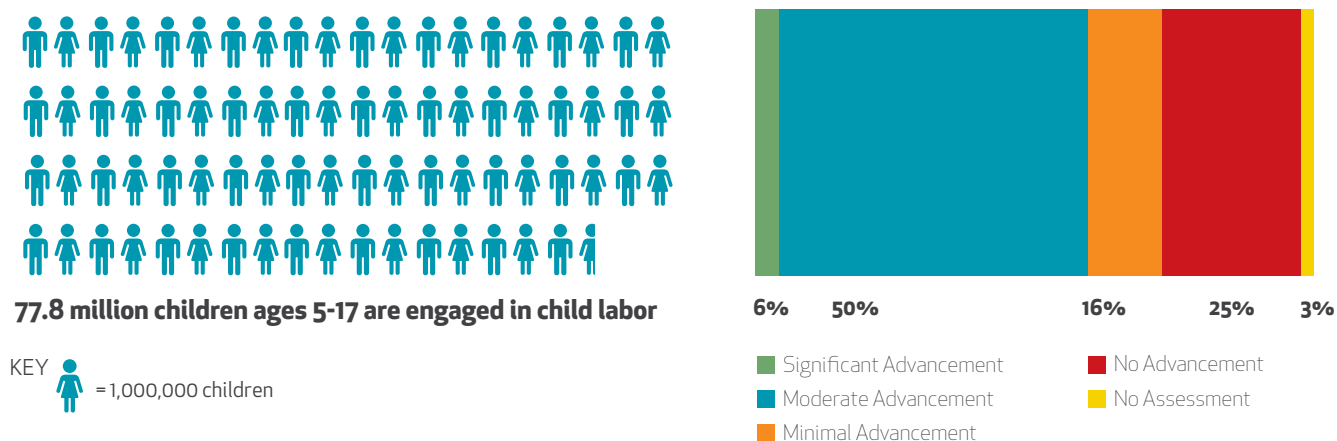
Country Assessments by Region, 2015



Asia and the Pacific

FIGURE 5

2015 Regional Outlook



Meaningful Efforts

- Strengthened legal frameworks to prohibit hazardous work for children and designate specific activities as hazardous.
- Improved sub-regional cooperation to combat child labor in South Asia, Southeast Asia, and the Pacific Islands.
- Provided cash transfers and food support programs for children of impoverished households.

In Asia and the Pacific, 77.8 million children ages 5 to 17 are engaged in child labor, or 9.3 percent of all children in the region.⁽⁵⁷⁾ Children are engaged in child labor, predominately in agriculture and as domestic workers in third-party households. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation. In 2015, 2 of the 32 Asian and Pacific countries covered in this report received a rating of Significant Advancement—Cambodia and the Philippines. Countries in Asia and the Pacific made meaningful efforts to strengthen legal frameworks to prohibit hazardous work for children; improve sub-regional cooperation to combat child labor in South Asia, Southeast Asia, and the Pacific Islands; and provide cash transfers and food support programs for children of impoverished households. However, many countries in the region still have persistent barriers to education for

Challenges and Existing Gaps

- Inadequate legal prohibitions against the worst forms of child labor, particularly commercial sexual exploitation.
- Insufficient number of labor inspectors to provide adequate coverage of labor forces.
- Persistent barriers to accessing education for child laborers, including lack of schools and prohibitive costs to attend school.

child laborers; inadequate legal protection against the worst forms of child labor, particularly against commercial sexual exploitation; and an insufficient number of labor inspectors. Uzbekistan made meaningful efforts, which may have included suggested actions reported in 2014, but had a practice of being complicit in the use of forced child labor in more than an isolated incident during its 2015 cotton harvest.

In 2015, several governments in the Asia and Pacific region strengthened laws related to the employment of children in hazardous work. Pakistan's Khyber Pukhtunkhwa province adopted hazardous work prohibitions for children; Kiribati passed legislation specifying hazardous occupations and activities prohibited for children; Samoa passed legislation that prohibits children from engaging in work in dangerous



Afghan children work in a poppy field in the area of Karez-e-Sayyidi, Helmand province, April 14, 2010. © REUTERS/Asmaa Waguith

environments; and Cambodia adopted new regulatory procedures to prevent children ages 15 to 18 from engaging in hazardous work.

In addition, several countries in the region increased the capacity of law enforcement agencies to combat child labor. Bangladesh increased its number of labor inspectors and Fiji significantly increased the number of labor inspections conducted during the year. Cambodia and the Kyrgyz Republic strengthened procedures for identifying children vulnerable to the worst forms of child labor and Pakistan's Khyber Pukhtunkhwa province created a mechanism for receiving labor complaints. Nepal also deployed police personnel to identify incidents of child trafficking following the April 2015 earthquake.

Many countries sought to address the root causes of child labor by administering social programs for impoverished families. In 2015, 10 countries in the region implemented cash transfer programs to improve access for poor families to education, adequate nutrition, and health care. Seven of these 10 governments provided the funding for the cash transfer programs—Indonesia, the Kyrgyz Republic, Mongolia, Pakistan, the Philippines, Timor-Leste, and Uzbekistan, while Bangladesh and Indonesia administered

food support programs for impoverished households and India, Mongolia, and Timor-Leste implemented school feeding programs.

During the reporting period, sub-regions within Asia and the Pacific worked together to combat child labor. The South Asia Initiative to End Violence Against Children finalized a Regional Action Plan to End Child Labor in countries in the South Asia Association for Regional Cooperation. Kiribati, Samoa, and the Solomon Islands participated in the ILO-supported Pacific Sub-Regional Child Labor and Trafficking Program, which expanded best practices learned from the ILO's child labor program in Fiji, such as establishing an inspection unit focused on child labor. ASEAN countries, including Cambodia, Indonesia, the Philippines, and Thailand, adopted the Convention Against Trafficking in Persons, Especially Women and Children, which seeks to improve regional coordination on the investigation and prosecution of human trafficking cases and enhance assistance for victims.

In many countries in the region, there are also legal and enforcement gaps related to the worst forms of child labor. Laws prohibiting hazardous work for children



Child laborer turned youth leader Ryan (Alunsabe) leads his fellow youth in conducting catch-up classes for struggling learners in the far-flung sitios in their village.
© Dorothy Mae Albiento, ABK3 LEAP Project

A Government's Commitment to Ending Child Labor: The Case of the Philippines

In 2009, USDOL's first *List of Goods Produced by Child Labor or Forced Labor* documented the use of child labor in the production of 12 goods in the Philippines, including sugarcane. In 2011, when USDOL first began to assess the level of government efforts to eliminate the worst forms of child labor in this report, the Philippines received a moderate advancement in the first year, and has since received the highest assessment of significant advancement for its numerous efforts to eliminate the worst forms of child labor. Their efforts have included

conducting in-depth studies on child labor in hazardous agricultural work, updating the list of hazardous work prohibited for children, supporting the enforcement of criminal laws related to the worst forms of child labor, coordinating government efforts to address the use of children in armed conflict, implementing a national program against child labor, and creating 159 child labor-free districts. Because of its commitment to ending child labor and the robustness of its efforts, USDOL has funded more than 10 projects in the country since 1995. For example, the \$16.5 million Livelihoods, Education, Advocacy, and Protection (LEAP) Against Child Labor in Sugarcane project provided educational services to 54,479 children engaged in or at-high risk of the worst forms of child labor in sugarcane growing areas, sustainable livelihood services to 30,348 members of their households, and support to institutions to improve policies, programs, and the delivery of social protection services.

Over the years, thousands of children and their families in the Philippines have benefited from these projects, including Ryan, a child in Bago City. Ryan's older brother lost interest in school when he started earning money from working on sugarcane farms. Ryan, on the other hand, was among the youth in his village who, after graduating from high school, signed up for vocational technology courses sponsored by LEAP. He finished a six-month course in basic computer literacy and received the Best in Excel award. In 2015, Ryan earned a scholarship to West Visayas State University, and he is now studying for a bachelor's degree in Secondary Education. Seeing all his achievements, Ryan's parents are encouraging him to persevere with his studies. "You are our only hope," they tell him.

do not meet international standards in 10 countries in the Pacific Islands and 5 countries in South and Central Asia. In addition, laws prohibiting the commercial sexual exploitation of children do not conform to international standards in 5 South and Central Asian countries, 10 Pacific Island countries, and Mongolia. Most governments in the Asia and Pacific region also lacked resources to effectively enforce laws related to child labor, including its worst forms. For example, eight countries in the region did not have a sufficient number of labor inspectors to provide adequate coverage of the labor force.⁽⁵⁸⁾

Despite progress in addressing child labor in the region, many children in the Asia and Pacific region face significant obstacles to accessing education. Six countries lack both free primary education and compulsory education ages. Four countries have the age

to which education is compulsory below the minimum age for work, which increases children's vulnerability to child labor because they are not required to be in school but are not legally permitted to work either. Costs associated with education—such as books, uniforms, and teacher fees—prevent children from attending school in Bangladesh, Cambodia, Kiribati, the Kyrgyz Republic, Nepal, Papua New Guinea, the Philippines, and the Solomon Islands. Physical access to education is also a problem for children living in remote, rural areas, particularly in Bhutan, Cambodia, India, Kiribati, Nepal, the Philippines, and Thailand. In addition, children from minority and migrant communities face barriers to accessing education in Cambodia, India, Kazakhstan, the Kyrgyz Republic, and Thailand. Safety concerns due to physical distance, violent conflict, and harassment make it difficult for girls to attend school in Afghanistan, Nepal, Pakistan, and Papua New Guinea.

Europe and Eurasia

FIGURE 6

2015 Regional Outlook

Regional statistics on child labor do not exist for Europe and Eurasia

Meaningful Efforts

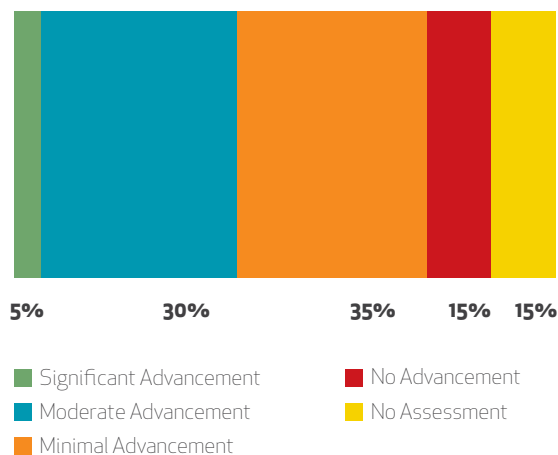
- Strengthened legal frameworks to expand minimum age protections for children.
- Improved criminal law enforcement in sectors where children are most vulnerable.
- Implemented social programs to address poverty, including conditional cash transfer programs.

Challenges and Existing Gaps

- Weak legal frameworks in countries that do not specify the types of hazardous work prohibited for children.
- Insufficient human and financial resources allocated to the enforcement of child labor laws.
- Unequal access to education for minorities and other disadvantaged children.

Regional statistics on child labor do not exist for Europe and Eurasia. However, children in Europe and Eurasia are engaged in child labor, predominantly in agriculture and street work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation and forced begging, each sometimes as a result of human trafficking. In 2015, 1 of the 20 countries covered in the report received an assessment of Significant Advancement: Montenegro. Countries in the region made meaningful efforts to implement social programs to address poverty, including conditional cash transfer programs, strengthened legal frameworks to expand minimum age protections for children, and improved criminal law enforcement in sectors where children are most vulnerable. Despite these gains, exploitive child labor persisted due to gaps in hazardous work prohibitions, inadequate resources allocated to the enforcement of child labor laws, and unequal access to education for minorities and other disadvantaged

20 countries



children. In addition, three countries—Armenia, Georgia, and Ukraine—made meaningful efforts in a few or more relevant areas, but failed to remedy a regressive or significantly detrimental law that was established in previous years that delayed advancement in eliminating the worst forms of child labor. Armenia and Georgia’s previous repeal of laws establishing a labor inspectorate left these countries continuing to lack a functioning labor inspectorate to monitor, inspect, and enforce child labor laws, and Ukraine introduced by law bureaucratic restrictions on the State Labor Service that effectively imposed a moratorium on inspections, including for child labor.

During the year, new efforts were made in three countries to collect statistics on child labor and expand minimum age protections for children. Both Armenia and Georgia conducted National Child Labor Surveys and Ukraine analyzed the data collected during a 2014 survey. Countries also made efforts to strengthen laws related to child labor. Albania raised the minimum age for light work from 14 to 15, and both Armenia and Turkey introduced legislation regulating children’s work in the entertainment industry. In addition, several countries strengthened protections against the worst forms of child labor in their criminal codes. Bosnia and Herzegovina increased penalties for human traffickers, while Macedonia increased the minimum



Child labour in Uzbekistan during cotton harvest. Young school children collecting cotton. © Thomas Grabka

sentence for individuals paying for the services of child victims of trafficking for commercial sexual exploitation. In addition, Moldova expanded the powers of the Ombudsman for Children's Rights to monitor the legislative process and appeal legislative proposals that could be damaging to children's rights.

In 2015, European and Eurasian governments also took steps to target law enforcement efforts in sectors where children were most vulnerable. Several governments accomplished this by focusing criminal law enforcement efforts on identifying and assisting children involved in street work. Law enforcement agencies in Kosovo and Moldova conducted nation-wide operations to identify child beggars who were victims of human trafficking. Similarly, Macedonian police and social workers worked together in mobile patrols to remove 78 children from street work and refer them to social services. A number of governments in the region also built the capacity of their law enforcement mechanisms to address the needs of children. The Government of Montenegro trained prosecutors and social workers on addressing child trafficking and child begging. Law enforcement and judicial officials in Albania received training on working with children in the justice system, including protecting child victims and investigating and prosecuting criminal offences against children. More than 100 judges in Ukraine also received training on working with

victims of human trafficking and child labor, including procedures on protecting victims and witnesses, and understanding the vulnerability of victims.

A few governments in the region launched policies to protect children from the worst forms of child labor. Both Bosnia and Ukraine adopted national action plans to improve the prevention and prosecution of human trafficking crimes, as well as the provision of services to trafficking victims. Albania also developed the Action Plan for the Identification and Protection of Children in Street Situations, which defines the roles of various government agencies in preventing the exploitation and abuse of children working on the street. Recognizing that economic instability leaves children more vulnerable to the worst forms of child labor, many countries in the region also supported social programs to address poverty in 2015. Macedonia and Serbia both supported a conditional cash transfer program for vulnerable children in schools, while Armenia, Azerbaijan, Georgia, Kosovo, and Moldova provided financial assistance to low-income families. Georgia and Ukraine also provided non-financial incentives, such as free textbooks and lunches, to keep low-income students in schools.

There are a number of challenges that impede progress in addressing child labor in the region. Anguilla, Bosnia and Herzegovina, the British Virgin Islands, Montenegro,

Serbia, and Ukraine do not have laws that clearly and comprehensively define the types of hazardous work prohibited for children, which limits the capacity of labor inspectors to identify and remove children from exploitative labor situations. In Azerbaijan, children without written labor contracts are excluded from protection and, similarly, in Turkey, legal protection for children working in small agricultural enterprises and shops, and in domestic work, is lacking.

There are also challenges related to the enforcement of child labor laws in Europe and Eurasia. The number of labor inspectors in Armenia, Azerbaijan, Turkey, and Ukraine is insufficient to provide adequate labor force coverage according to the ILO's recommendation.⁽⁵⁹⁾ Labor inspectorates in Kosovo, Moldova, and Serbia lack funding for training, equipment, and transportation for inspectors, which compromises the quality of inspections. Georgia has lacked a mechanism to enforce child labor laws since its labor inspectorate was abolished in 2006, and a pilot labor monitoring program established in 2015 did not include child labor violations within its purview. In Ukraine, bureaucratic restrictions requiring that the State Labor Service seek formal approval from the Cabinet of Ministers before conducting most inspections effectively imposed a moratorium on inspections in 2015. Similarly, following the Government of Armenia's restructuring of its labor inspectorate into the State Health Inspectorate in 2014, confusion surrounding the mandate of the agency resulted in a moratorium on inspections in 2015, leaving Armenia without a mechanism to enforce child labor laws.

Across the region, refugee and migrant children; children who have been internally displaced; and children who belong to ethnic minority groups, such as the Roma, continued to experience challenges in accessing education. Roma children lacking birth registration or identity documents in Albania, Bosnia and Herzegovina, Kosovo, Macedonia, Montenegro, Serbia, and Ukraine were sometimes prevented from enrolling in schools. In Turkey, despite the Government's efforts to expand education access for school-aged Syrian refugees, many refugee children living in urban areas remained unable to access education due to language barriers or an inability to pay for tuition and transportation to school.

Increasing the Knowledge Base on Child Labor Globally

Knowledge is power. Asking questions and acquiring knowledge is important to inform action and measure progress. That is why ILAB is currently funding a four-year project that seeks to increase the knowledge base about child labor around the world by measuring the prevalence of working children, child labor, and hazardous work. As part of this project, in 2013 the ILO began collecting new data, analyzing existing data, and building capacity to conduct research in 10 countries. During 2015, the project worked with national statistical offices to develop child labor questionnaires and collect data, including in Armenia and Georgia. The project also supported two thematic studies on child labor amongst children living in Roma communities in Serbia and Azerbaijan.

Research is not the end goal. As such, the real question is: What will be done with the knowledge gained from this project? Will it remain merely an academic exercise or prompt relevant stakeholders to ask further questions and take action? For the ILO's part, they have begun to systematically identify existing efforts being made by governments, as well as necessary short and medium-term actions to enable governments to develop comprehensive national strategies to combat child labor. This project will also provide the public with basic information they need to identify problems and demand appropriate responses from relevant governments and other key stakeholders.

Irregular migrants and asylum-seeking children, many of whom are Syrian, also faced difficulties enrolling in schools in Serbia. Other common barriers to education in Europe and Eurasia include discrimination, lack of support for children with disabilities, and distance to schools. Children who do not attend school are particularly vulnerable to exploitation in the worst forms of child labor.


Latin America and the Caribbean

FIGURE 7

2015 Regional Outlook



12.5 million children ages 5-17 are engaged in child labor

KEY  = 1,000,000 children

Meaningful Efforts

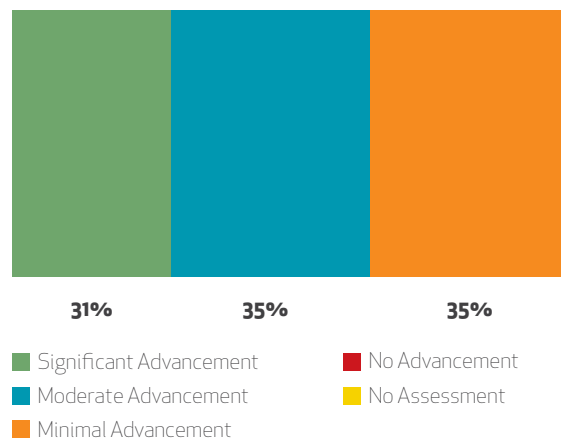
- Increased efforts to combat child labor in domestic work.
- Strengthened national policy frameworks to address child labor, including its worst forms.
- Enhanced social programs to address child labor that combine anti-poverty and educational measures.

Challenges and Existing Gaps

- Continued recruitment and use of children by gangs to commit illicit activities.
- Weak legal frameworks in countries that do not adequately prohibit hazardous work.
- Insufficient human and financial resources allocated to the enforcement of child labor laws.

In Latin America and the Caribbean, 12.5 million children ages 5 to 17 are engaged in child labor, or 8 percent of all children in the region.⁽⁶⁰⁾ Children are primarily engaged in child labor in agriculture and street work. Children are also engaged in the worst forms of child labor, including being used by gangs to commit illicit activities. Many migrant children, as well as children of indigenous and African descent, remain particularly vulnerable to the worst forms of child labor.⁽⁶¹⁾ In 2015, 8 of the 26 countries covered in the region received an assessment of Significant Advancement: Argentina, Brazil, Chile, Costa Rica, Guatemala, Panama, Paraguay, and Peru. The region continued to strengthen national policy frameworks to address child labor, including its worst forms; implement enhanced social programs to address child labor that combine anti-poverty and educational measures; and increase efforts to combat child labor in domestic work. Despite these efforts, countries did not have laws adequately prohibiting hazardous work and did

26 countries



not allocate sufficient human and financial resources to the enforcement of child labor laws. Two countries made meaningful efforts in relevant areas, but failed to remedy a regressive or significantly detrimental law, policy, or practice that was established in previous years that delayed advancement in eliminating the worst forms of child labor: Bolivia, where some children as young as age 10 may be self-employed, and the Dominican Republic, where some children without birth registration are denied access to education.

Latin American and Caribbean governments continued to develop comprehensive legal protections to prevent and eliminate child labor, including through sector-specific efforts. The region leads in legal efforts to combat child labor in domestic work, which is prevalent in most of the countries covered. In 2015, Chile, the Dominican Republic, and Panama ratified ILO C. 189 on Decent Work for Domestic Workers, which commits these governments to ensure that domestic workers have the same protections as other workers, and to take steps to prevent child labor.⁽⁶²⁾ Panama adopted a policy to combat child labor in domestic work, and Paraguay, which ratified the convention previously, raised the minimum age for domestic work from 16 to 18. In addition, 12 countries in the region were among the 22 worldwide that have ratified ILO C. 189.



Denis, 12 years old, returning from the forest, by the other side of the river by Pedernales (Dominican Republic). He had gone looking for wood, which he can sell in the village, or use for cooking. ©Valérie Baeriswyl

In 2015, countries in Latin America and the Caribbean mainstreamed child labor issues in regional declarations on decent work and labor rights. At the XIX Inter-American Conference of Ministers of Labor, 21 countries covered in the region resolved to promote decent work with social inclusion, in part through policies that aim to eliminate child labor and promote education and vocational training for youth. The five member states of MERCOSUR (the Common Market of the South)—Argentina, Brazil, Paraguay, Uruguay, and Venezuela—also signed a social and labor declaration that aims to protect core labor standards in their decent work agenda, including child labor and forced labor standards. Across the region, 23 countries covered in the report implemented national policies to address child labor, including its worst forms. Argentina, Chile, Ecuador, El Salvador, Jamaica, and Panama adopted new national policies or action plans that outline efforts to prevent and eliminate child labor, and to regulate adolescent work.

Governments also strengthened their policy frameworks to combat human trafficking, including Bolivia, Chile, and Peru in the Andean region, and Haiti, Jamaica, and Saint Vincent and the Grenadines in the Caribbean. Nicaragua conducted their first human trafficking prosecutions under legislation that was passed during the previous reporting period.

Throughout the region, many countries expanded on holistic approaches to the prevention and elimination

of child labor by combining anti-poverty measures with educational efforts. In 2015, more than half of the Latin American and Caribbean countries covered in this report implemented cash transfer programs whose assistance was conditioned on families sending their children to school, including Brazil, which expanded its *Bolsa Familia* program for the fourth consecutive year. In addition, many governments made schooling more accessible to impoverished children who might otherwise engage in child labor by providing meals and supplies. Notable examples include the expansion of the school meals program in Honduras and the national school supplies program in Nicaragua. Colombia also allocated more resources to education than to any other area of the national budget, including defense, for the first time.

Despite substantive efforts made in the region to address child labor issues, important challenges remain. In Central America, the governments of El Salvador, Guatemala, and Honduras continue to combat gang violence, which includes the coercive recruitment of children by gangs into the worst forms of child labor. In these situations, boys are used to commit extortion, drug trafficking, and homicides, and girls are used in commercial sexual exploitation. In addition, gangs in these countries, as well as in Colombia, continue to recruit children while at school, complicating access to education, which in some cases is already hindered by widespread violence.

While legal frameworks across the region are generally comprehensive, there are gaps in legal protections. Four countries covered in the report lack a minimum age for work that conforms to international standards, including Belize, Bolivia, Dominica, and Guatemala. Belize, for example, sets the minimum age for work at 12, and Bolivia allows children as young as age 10 to be self-employed under certain circumstances. Six countries—Belize, Dominica, Grenada, Jamaica, Saint Lucia, and Saint Vincent and the Grenadines—lack adequate prohibitions on the use of children in illicit activities. Research also found that nine countries lack prohibitions on hazardous work that conform to ILO C. 182 on the Worst Forms of Child Labor: Argentina, Belize, Dominica, Grenada, Guyana, Panama, Peru, Saint Vincent and the Grenadines, and Uruguay.

Many countries in the region also lack the capacity to adequately enforce child labor laws. Although 12 countries covered increased their number of labor inspectors in 2015, 18 countries did not meet the ILO's recommendation for an adequate number of inspectors.⁽⁶³⁾ A lack of labor inspectors impedes government efforts to identify and sanction child labor violations, including in remote areas. This problem often stems from a lack of dedicated financial resources. For the majority of the countries in the region, reports from government officials, labor unions, and other civil society organizations indicated that labor inspectorates lack the resources they need to carry out their mandates.

People hoping to reach the U.S. ride atop the wagon of a freight train, known as *La Bestia* (The Beast) in Ixtepec, in the Mexican state of Oaxaca June 18, 2014.
© REUTERS/José de Jesús Cortes



Vulnerabilities for Unaccompanied Children from Central America's Northern Triangle

Guatemala, El Salvador, and Honduras, known collectively as the Northern Triangle, comprise by far the largest source of unaccompanied child migrants to the United States – more than 28,000 of which migrated in 2015. Many of the children who undertake this journey say they do it to escape pervasive violence, forced recruitment into gangs, or lack of educational and economic opportunities. And the dangers do not end there. Once en route, child migrants are at high risk of becoming victims of human trafficking and commercial sexual exploitation. In 2015, USDOL funded the \$13 million Youth Pathways – Central America project, implemented by Catholic Relief Services in El Salvador and Honduras. This project helps prevent at-risk youth in high-violence neighborhoods from engaging in exploitative child labor and addresses one of the root causes of the unaccompanied child migrant crisis by providing them with market-relevant vocational training, employment services, and social support.


Middle East and North Africa

FIGURE 8

2015 Regional Outlook



9.2 million children ages 5-17 are engaged in child labor

KEY  = 1,000,000 children

Meaningful Efforts

- Strengthened legal frameworks to address child labor.

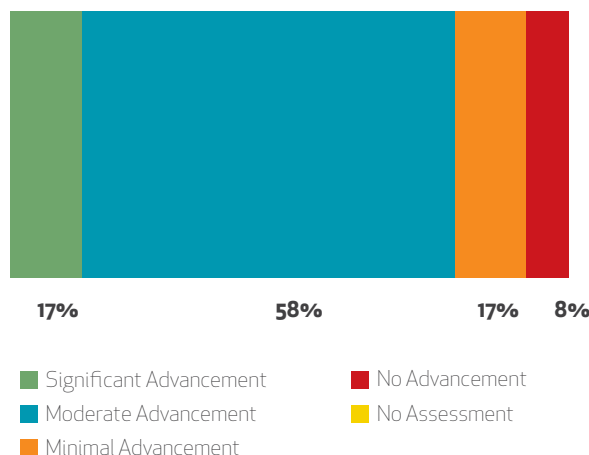
Challenges and Existing Gaps

- Limited access to education and high dropout rates.
- Insufficient enforcement of child labor laws.
- Insufficient programs to combat child labor.

In the Middle East and North Africa, 9.2 million children ages 5 to 17 are engaged in child labor, or 8 percent of all children in the region.⁽⁶⁴⁾ Children are engaged in child labor, primarily in agriculture, domestic work, and street work. Children are also engaged in the worst forms of child labor, including in armed conflict. In 2015, 2 of the 12 countries covered in the region received an assessment of Significant Advancement: Algeria and Jordan. Although countries in the Middle East and North Africa made meaningful efforts to strengthen legal frameworks to address child labor, these legal protections were not adequately enforced. In addition, access to education was limited and there were insufficient programs to combat child labor in many of the countries covered in the region. Yemen received an assessment of No Advancement because the Government remained in exile due to large-scale armed conflict.

In 2015, countries throughout the region expanded legal protections for children engaged in child labor. Algeria passed legislation banning the use of children in begging and Iraq adopted a new labor law that requires the establishment of a child labor complaint

12 countries



mechanism. The Government of Morocco also drafted a new law to combat human trafficking.

Countries in the region also made efforts to improve the enforcement of child labor laws. The Government of Bahrain launched a multi-lingual hotline to report cases of human trafficking. The Government of Egypt established a counter-human trafficking unit to provide services to victims, and the Kurdistan Regional Government in Iraq launched a committee to investigate cases of human trafficking and commercial sexual exploitation of children. Lebanon's Ministry of Labor revamped its Web site to receive child labor complaints, and Jordan and Tunisia conducted more child labor inspections compared to the previous year. Finally, the Government of Oman established a mechanism to receive child labor complaints and refer them for investigation.

Despite these efforts, only 6 of the region's 12 countries were authorized to assess penalties for violation of child labor laws, namely Bahrain, Iraq, Jordan, Tunisia, West Bank and the Gaza Strip, and Yemen. Routine child labor inspections were carried out in only five countries—Iraq, Jordan, Morocco,



Batoul (left) and Mousab volunteered their time after school to hear the stories of child laborers in their communities. © ILO/Nisreen Bathish

Moving Towards a Child Labor-Free Jordan

As part of a USDOL project established in partnership with the ILO and the Government of Jordan, youth advocates volunteered their time after school to interview over 3,000 of their peers engaged in child labor. These interviews aimed to identify causes and potential solutions to help the Government of Jordan tackle a child labor problem made more dire by the recent influx of thousands of Syrian refugees. When Batoul and Mousab, ages 14 and 15, first took to the streets of the most impoverished neighborhoods in Amman to

interview working children, they had to overcome some nerves. “I was worried that I would not have enough courage to speak to the children or face their employers, but we had to talk to them and hear their stories,” said Batoul. “We met children who were doing odd jobs in the streets. Some children told us that they would get beaten, shouted at and threatened if they didn’t do the work properly.”

The USDOL project has also helped the Government of Jordan implement its National Plan to Combat Child Labor by establishing strong child labor enforcement units at the Ministries of Labor and Social Affairs; forming local coordination mechanisms to ensure that services and legal protections now reach children everywhere in Jordan; and tailoring services and protections to meet the needs of Jordan’s most vulnerable children, including Syrian refugee children.

Tunisia, and West Bank and the Gaza Strip—and just four countries had a reciprocal referral mechanism between labor authorities and social services—Algeria, Egypt, Jordan, and West Bank and the Gaza Strip. Iraq and Morocco had an insufficient number of labor inspectors based on the ILO’s recommendation.⁽⁶⁵⁾

In 2015, non-state armed groups, including the Houthis in Yemen, Da’esh (also known as the Islamic State of Iraq and the Levant [ISIL]) in Iraq, al-Nusra and Hezbollah in Lebanon, and Ansar al-Sharia in Tunisia, recruited children to serve as informants, human shields, suicide bombers, bomb makers, and executioners or to play support roles, such as carrying food and ammunition to the front line. Some children in the Gaza Strip also received military training from Hamas. Even though Iraq and Yemen are affected by armed conflict, they do not have programs to assist child soldiers. The protracted conflict in Syria has also resulted in many refugees fleeing to neighboring countries. In Egypt, Iraq, Jordan, and Lebanon, despite government efforts, Syrian refugee children did not have sufficient access to education and remained vulnerable to child labor in street and retail work.



A young Egyptian boy in Islamic Cairo pulls a dolly full of merchandise. © Pius Lee/Alamy Stock


Sub-Saharan Africa

FIGURE 9

2015 Regional Outlook



59 million children ages 5-17 are engaged in child labor

KEY  = 1,000,000 children

Meaningful Efforts

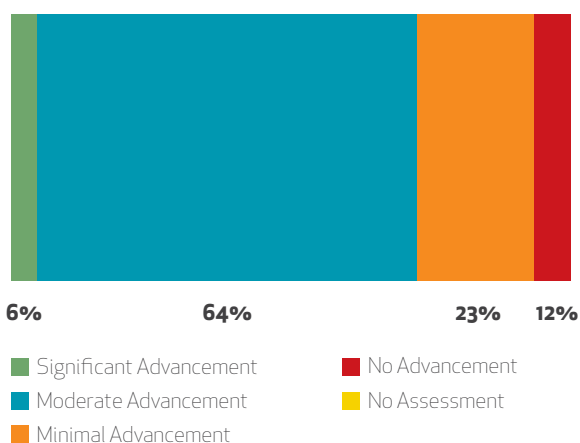
- Strengthened anti-child trafficking legislation.
- Improved policy frameworks and coordination of government efforts.
- New social programs with the goal of preventing or eliminating child labor.

Challenges and Existing Gaps

- Continued recruitment and use of children in armed conflict.
- Prohibitions on hazardous occupations and activities for children do not meet international standards.
- Limited capacity to enforce child labor laws.
- Social protection programs are insufficient to address the scope of the problem.

In Sub-Saharan Africa, 59 million children are engaged in child labor, or 21 percent of all the children in the region.⁽⁶⁶⁾ Children are engaged in child labor, largely in agriculture, mining, and domestic service.⁽⁶⁷⁾ In 2015, 3 of the 47 countries covered in the region received an assessment of Significant Advancement—Burkina Faso, Côte d'Ivoire, and Uganda. Countries in the region made meaningful efforts to address child labor by strengthening anti-child trafficking legislation, improving policy frameworks and coordination of government efforts, and implementing new social programs with the goal of preventing or eliminating child labor. Nevertheless,

47 countries



much needs to be done to prevent and eliminate child labor in Sub-Saharan Africa, including by ensuring that prohibitions on hazardous occupations and activities for children meet international standards, increasing the capacity to enforce child labor laws, implementing sufficient social protection programs to address the scope of the problem, and addressing the continued recruitment and use of children in armed conflict. In 2015, two countries made meaningful efforts to eliminate the worst forms of child labor, but also established a regressive or significantly detrimental policy or practice during the reporting period that delayed advancement in eliminating the worst forms of child labor: Sierra Leone did not permit pregnant girls to attend school or take national exams, and Somalia recruited and used children in armed conflict. Three countries made meaningful efforts in relevant areas, which may have included suggested actions reported in 2014, but had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than an isolated incident in 2015: Eritrea forced children to participate in agricultural, environmental, or hygiene-related public works projects during their annual summer holidays from school; South Sudan's national army forcibly recruited and used children in armed conflict; and Swaziland forced children to weed the King's fields and perform other agricultural work.

DANGERS OF CHILD LABOR IN COCOA

Over 2.1 million children work on cocoa farms in Cote d'Ivoire and Ghana. More than half report being injured by their work. Dangerous conditions on these farms that may impact children's health, access to education and future livelihoods include:



**Working
long hours**



**Spraying
pesticides**



**Lifting
heavy loads**



**Burning
fields**



**Using sharp
tools**

Learn what DOL is doing to combat child labor in cocoa: dol.gov/ilab

During the year, legal frameworks were strengthened in many countries. Somalia and South Sudan ratified the UN Convention on the Rights of the Child. Angola, Benin, The Gambia, and Senegal adopted or amended legislation to establish 18 as the minimum age for hazardous work. Benin, Cabo Verde, Liberia, and Senegal adopted or amended legislation to prohibit hazardous occupations and activities for children. Six governments—Cabo Verde, Ethiopia, Malawi, Namibia, Nigeria, and Togo—adopted or amended anti-child trafficking legislation. In addition, Lesotho, South Africa, and Tanzania passed implementing regulations for anti-human trafficking legislation.

To strengthen the enforcement of child labor laws, Côte d'Ivoire integrated a 50-hour module on child labor issues into the training curriculum for criminal law enforcement officers. Senegal prosecuted and convicted a Koranic school teacher for child trafficking, and Burkina Faso intercepted seven child traffickers posing as Koranic school teachers and rescued 43 children who were destined for agricultural work in Mali and Côte d'Ivoire. Police officers in Angola and the Republic of the Congo conducted mapping projects to better understand the nature of human trafficking in their respective countries. The Governments of Mali, Seychelles, and Sierra Leone

established national referral mechanisms to ensure that victims of child labor, including child trafficking, receive appropriate social services. In addition, 25 governments conducted unannounced labor inspections during the reporting period.

In 2015, the Governments of Botswana, Central African Republic, Chad, Lesotho, Madagascar, Mozambique, and Zimbabwe established new national committees to coordinate efforts to eliminate child labor, including its worst forms. Six governments—Burkina Faso, Cameroon, Madagascar, Mali, Mauritania, and Uganda—adopted or updated national action plans on the worst forms of child labor. Eight countries—Angola, Burkina Faso, Central African Republic, Comoros, Côte d'Ivoire, Ghana, Madagascar, and Togo—launched new social programs with the goal of preventing or eliminating child labor. In addition, Kenya, Malawi, Senegal, South Africa, Uganda, and Zambia expanded cash transfer programs to ensure that vulnerable children are able to attend school.

Despite the gains made in addressing child labor during the year, Sub-Saharan Africa faced many challenges. In

2015, terrorist activity, civil conflict, and the Ebola virus disease outbreak impacted the governments' ability to address the worst forms of child labor. The terrorist group Boko Haram continued to recruit and use child soldiers as young as age 8, and there was an increase in the number of children, particularly girls, used as suicide bombers in Cameroon, Chad, Niger, and Nigeria.⁽⁶⁸⁾ More than 1.4 million children in the four affected countries have been displaced from their homes as a result of the conflict. In 2015, 250,000 children were able to return to schools in Northeast Nigeria; however, 2,000 schools remained closed across Cameroon, Chad, Niger, and Nigeria at the end of the year.⁽⁶⁹⁾ In addition, children in the Central African Republic, the Democratic Republic of the Congo, Mali, Somalia, and South Sudan were forcibly recruited and used in armed conflict. Although the Ebola epidemic in Guinea, Liberia, and Sierra Leone appeared to be waning, nearly 23,000 children lost one or both of their primary caregivers to the disease, increasing their vulnerability to the worst forms of child labor.

There is still an urgent need for governments to improve legal frameworks and the enforcement of child labor laws. Of the 47 Sub-Saharan African countries covered in this report, 38 percent have prohibitions on hazardous occupations and activities for children that do not meet international standards. Ten countries, namely the Central African Republic, Comoros, Gambia, Guinea, Liberia, Mauritania, São Tomé and Príncipe, Somalia, South Sudan, and Zambia, have not ratified the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict. Eight countries—Cameroon, Ghana, Kenya, Liberia, São Tomé and Príncipe, Somalia, South Sudan, and Zambia—have not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and five countries—Comoros, the Republic of the Congo, Somalia, South Sudan, and Uganda—have not ratified the Palermo Protocol on Trafficking in Persons.

Most countries' law enforcement bodies did not collect comprehensive statistics on child labor and lacked resources and trained personnel, which impeded efforts to identify and sanction child labor violations. During the reporting period, 24 countries had an insufficient number of labor inspectors and the labor inspectorates of 40 countries had inadequate resources to effectively enforce child labor laws. Furthermore, 20 countries have labor inspectorates that are not authorized to

assess penalties for child labor violations. Most countries in Sub-Saharan Africa do not have national social protection programs; however, these programs can help provide vulnerable children with access to education through the provision of uniforms, school supplies, and unofficial school fees. Without social safety nets, vulnerable families may continue to rely on child labor to cope with the effects of poverty and economic shocks.



Gaudencia Maeno, 17, and Neema Maeno, 6, orphaned sisters who are working as domestic workers at a restaurant, where they are employed by their aunt, which serves food to gold miners at the Kahama goldmines, Tanzania. © Sven Torfinn/Panos



U.S. Secretary of Labor, Thomas E. Perez,
speaks with Job Corp students.
© U.S. Department of Labor

The U.S. Experience

The Federal Government of the United States has several key responsibilities with regard to children and youth—namely, to help ensure that they are protected from harm, including from labor exploitation, and to provide them with opportunities to learn and prepare for decent, productive work. This section of the report highlights the current efforts of a sample of Federal organizations that play a key role in fulfilling the responsibility, including USDOL’s Wage and Hour Division (WHD), Occupational Safety and Health Administration (OSHA), and Employment and Training Administration (ETA); the U.S. Department of Health and Human Services’ (HHS) Administration for Children and Families and the National Institute for Occupational Safety and Health within the Centers for Disease Control and Prevention; and the U.S. Department of

Education’s Migrant Education Program. These organizations work in coordination and collaboration with each other, and with other Federal and local government and nongovernmental stakeholders, on efforts that are aimed to ensure the well-being of children and youth, including the prevention and elimination of the worst forms of child labor in the United States.

U.S. Department of Labor

Within USDOL, WHD takes the lead in enforcing Federal child labor laws and raising awareness about them. OSHA protects the safety and health of children and youth in the workforce. The ETA provides education and training opportunities for at-risk youth.

Wage and Hour Division and Occupational Health and Safety Administration

The WHD enforces the most sweeping Federal law that regulates the employment of child workers—the Fair Labor Standards Act (FLSA). In addition, the Occupational Safety and Health Act and related regulations, enforced by USDOL’s OSHA, apply to all employees regardless of age. The WHD and OSHA work together on investigations and have an active referral process in place for cases involving children under age 18.

The Federal Minimum Ages for Work

The FLSA sets a minimum age of 14 for most employment in non-hazardous, non-agricultural industries, but limits the times of day and the number of hours that 14- and 15-year-olds may work and the tasks that they may perform. Children are permitted under the FLSA to work at a younger age in agriculture than in other sectors. For example, the FLSA allows children working on farms owned or operated by their parents, regardless of their age, to perform farm work. The FLSA establishes a minimum age of 18 for non-agricultural occupations that the Secretary of Labor declares to be particularly hazardous or detrimental to children’s health or well-being. There are currently 17 Hazardous Occupations Orders (HOs), which include a partial or total ban on work for children in the occupations or industries they cover. In fiscal year (FY) 2015, 355 children were found to be employed in violation of HOs in the United States; of these, 4 were engaged in mining and 26 were involved in manufacturing.

There were 8,898,000 children ages 16–17 employed in the United States in 2014 and 8,852,000 employed in 2015.⁽⁷⁰⁾ Despite the restrictions and limitations placed on their work, in 2014, the most recent year for which data are available, there were 14 fatal occupational injuries among children ages 16–17, and 8 fatal occupational injuries among children below age 16 in the United States.⁽⁷¹⁾

Enforcement of the Fair Labor Standards Act in Fiscal Year 2015

The WHD is committed to ensuring that the FLSA is strictly enforced. Every investigation carried out by WHD investigators looks for violations of the FLSA’s child labor provisions. Complaints from the public about child labor, although not numerous, are given the highest priority within the agency. From October 1, 2014 to September 30, 2015, the WHD concluded 542 cases where child labor violations were found. In 189 of these cases, violations of HOs were found, with 355 minors employed in violation of HOs. More

specific information about each of these cases can be found in the WHD’s enforcement database at <http://ogesdw.dol.gov/views/search.php>.

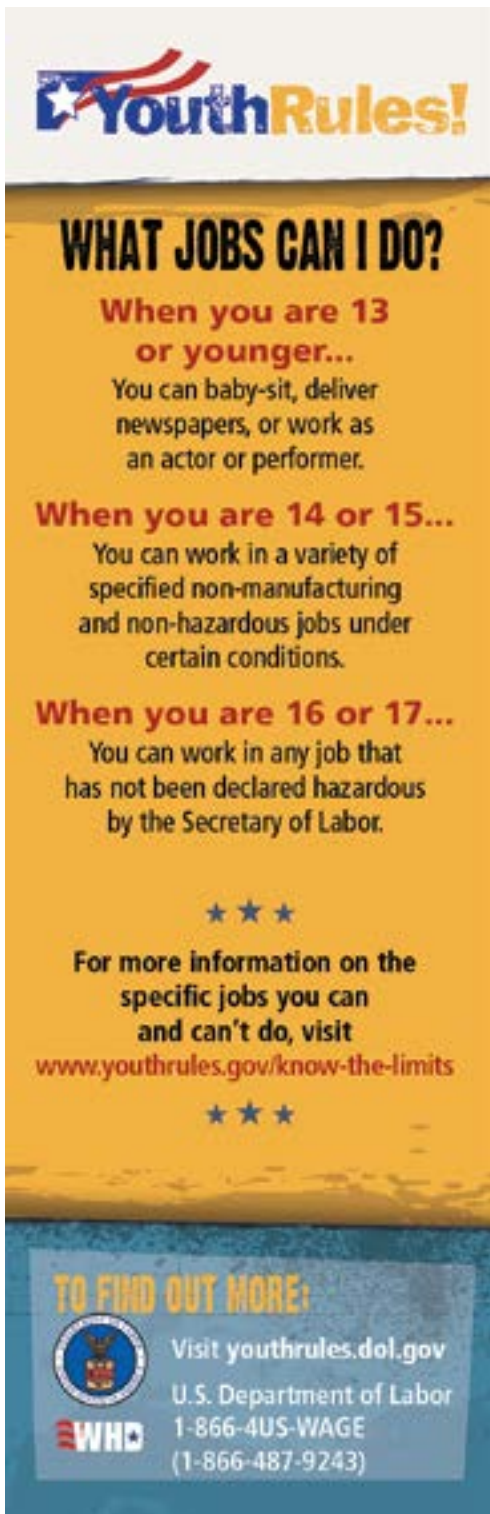
NGOs have expressed concern about U.S. law on agricultural occupations permissible for children. In particular, two reports from the NGO Human Rights Watch documented the exposure of children working in the U.S. tobacco industry to nicotine, toxic pesticides, and other dangers.⁽⁷²⁾ The ILO Committee of Experts has called on the U.S. government to continue to make efforts to ensure the safety of children working in agriculture. To maximize the likelihood of detecting child labor violations, WHD investigations are generally conducted during the suckering and harvesting portion of the tobacco season, when children are more likely to be present.

The WHD’s Outreach and Education Efforts to Prevent Child Labor in Agriculture and Other Sectors

The WHD conducts extensive outreach and education to worker and employer organizations in agriculture. At the national level, the WHD receives referrals from organizations such as Farm Worker Justice and the National Center for Farmworker Health, and provides training and information to them. At the State level, the WHD works with a variety of stakeholders, including employee organizations, unions, and other governmental organizations and NGOs, to address child labor issues.

The WHD disseminates materials in English and Spanish to help agricultural employers and workers better understand their responsibilities and rights. A booklet for employers provides simple and comprehensive information on the laws and requirements governing agricultural employment, including wages, housing, transportation, and field sanitation. The WHD also provides a pocket card for agricultural workers with information about their rights and how to file a complaint with the WHD if they believe that these rights have been violated.⁽⁷³⁾

The WHD continues to work with the tobacco industry to improve compliance with labor laws and conditions for workers. This includes working with the Farm Labor Practices Group (FLPG), a tobacco industry stakeholder organization composed of manufacturers, growers, and worker representatives, which has recognized the importance of maintaining compliance with child labor laws in the industry, and has taken steps to improve compliance levels industry-wide. In 2016, the FLPG plans to train



YouthRules!

WHAT JOBS CAN I DO?

When you are 13 or younger...
You can baby-sit, deliver newspapers, or work as an actor or performer.

When you are 14 or 15...
You can work in a variety of specified non-manufacturing and non-hazardous jobs under certain conditions.


When you are 16 or 17...
You can work in any job that has not been declared hazardous by the Secretary of Labor.


★ ★ ★

For more information on the specific jobs you can and can't do, visit
www.youthrules.gov/know-the-limits

★ ★ ★

TO FIND OUT MORE:

 Visit youthrules.dol.gov
U.S. Department of Labor
1-866-4US-WAGE
(1-866-487-9243)



more than 10,000 growers, farm labor contractors, farm workers, and others in the industry on U.S. labor laws prior to and during the growing season. Large manufacturers are now self-monitoring or contracting with a third party to monitor labor law compliance among their suppliers.

Beyond agriculture, the WHD's YouthRules! website is a child labor information portal that targets all teenage workers with a user-friendly design, multimedia content, social media links, and a Young Worker Toolkit of teen-friendly resources.⁽⁷⁴⁾ The site maintains links to compliance assistance materials for employers, parents, and educators. It also has links to important worker resources, including information on filing legal complaints, Federal and State child labor laws, Federal and State labor offices, and links to other USDOL and government-wide sites with information for children and young workers. A WHD toll-free helpline is also available (1-866-4US-WAGE or 1-866-487-9243) to provide information about child labor laws.

Employment and Training Administration

At-risk and vulnerable youth in the United States are often faced with a choice between education and work. This choice, in reality, is between education and an income. All too often, they must choose the latter, and are forced to apply for entry-level positions with no advancement opportunities or are unable to find work.⁽⁷⁵⁾ The cycle of poverty thus remains unabated.

Through the National Farmworker Jobs Program, YouthBuild, and Registered Apprenticeships, three programs administered by USDOL's ETA, at-risk and vulnerable youth are able to secure high-quality education and employment opportunities. These opportunities can help break the cycle of poverty and reduce their risk of involvement in the worst forms of child labor.

The National Farmworker Jobs Program (NFJP)

The NFJP is a nationally directed, locally administered program that provides job training and educational opportunities to eligible migrant and seasonal farmworkers (including farmworker youth), as well as their families. Assistance includes career services, training, housing support, specific youth services, and related assistance. The program operates in all States and Puerto Rico, with the exception of the District of Columbia and Alaska.

The NFJP is an integral part of the public workforce system and a partner in the nationwide network of American Job Centers. The program also partners with community organizations and State agencies to comprehensively address the multiple barriers impacting farmworkers, including low wages, low levels of education, limited English proficiency, disability status, limited access to health care, and inferior housing. The NFJP grantees provide opportunities for farmworkers and their families to get the training they need to enter year-round stable employment, offering farmworker youth a chance to focus on their education, and plan and pursue careers out of the fields.

YouthBuild

YouthBuild is a community-based alternative education program that provides job training and educational opportunities for at-risk youth ages 16–24. Youth learn construction skills while building or rehabilitating affordable housing for low-income or homeless families in their own neighborhoods. Participants split their time between the construction site and the classroom, where they earn their high school diploma or equivalency degree, learn to be community leaders, and prepare for college and other postsecondary education opportunities. YouthBuild includes significant support systems, such as mentoring, follow-up education, employment, and personal counseling services. There are more than 215 USDOL-funded YouthBuild programs in 43 States, the District of Colombia, and the U.S. Virgin Islands, serving approximately 7,500 youth annually.

YouthBuild programs make explicit links between what is being done at the work site and what is being taught in the classroom through project-based and contextualized learning. The work experience, coupled with earning an industry-recognized certificate, increases opportunities for post-program employment.

To protect the health and safety of youth participants, all construction trainers are required to be certified in occupational safety and health, and the youth participants are also required to take and pass this certification before they are allowed on the work site. Participants under the age of 18 also are prohibited from engaging in certain type of construction activities that are considered hazardous. YouthBuild addresses the challenges faced by unemployed, high school dropouts by providing them with an opportunity to gain both the education and the occupational skills that will prepare them for good jobs with good wages.

Registered Apprenticeship

Registered Apprenticeship (RA) is an “earn-and-learn” model that offers an array of benefits to youth, including on-the-job learning; related Career and Technical Education (CTE) classroom instruction; a paycheck; and, in many programs, dual enrollment in college and college credit. RAs are offered in high-demand industries, including in health care, information technology (IT), transportation, advanced manufacturing, financial services, and construction. Young people participating in an RA must be at least 16 years of age when they start and 18 years of age to be an apprentice

in hazardous occupations. However, some RA programs have strategies that allow apprentices under age 18 to begin training in hazardous equipment as they reach the legal age.

In September 2015, USDOL invested \$175 million in the American Apprenticeship Initiative, which supports 46 grantees in advancing the growth and diversity of RAs in the United States. Several of these grantees are leveraging funds to create RA opportunities for at-risk youth. Despite this effort, as of May 2016, there were only roughly 450,000 apprentices in the U.S., which represents a relatively small proportion of the labor force compared with other European countries. The President has challenged the Nation to double the number of apprentices to 750,000 by 2019.

A successful example of the program is the work done by Managed Career Solutions and OpenTech in California, which are working in collaboration with the City and County of Los Angeles to increase access to technical careers through RAs. Currently, a number of programs serving low-income and minority youth are integrated into OpenTech, including Hire LA Youth and LA Summer Youth Programs. By co-enrolling participants from low-income and impacted neighborhoods into these subsidized summer employment programs, which include work readiness and financial literacy training, OpenTech is able to impact the lives of at-risk youth exponentially. Pre-apprenticeship training organized as accelerated learning “boot camps” prepares participants with the technical and soft skills necessary to enter the workforce. Public training dollars allocated through the Workforce Innovation and Opportunity Act also are leveraged to provide tuition and support services to participants throughout the process. The result is a system that directly targets barriers to employment for at-risk and vulnerable youth, and provides participants with the 21st century skills necessary to escape the cycle of poverty.

USDOL’s Office of Apprenticeship (OA) administers the apprenticeship system in the United States and is leading many initiatives to expand and diversify RAs with a focus on disadvantaged groups. In 2016, \$90 million in new funding was appropriated to expand RAs among States, high-demand industries, and underrepresented communities. Also in 2016, OA created a Youth Apprenticeship Working Group to address challenges and gaps in recruiting and retaining more apprentices under age 18. The group is part of USDOL’s Advisory Committee on Apprenticeship (ACA) and includes representatives

from the ACA, U.S. Department of Education, and select subject-matter experts, including CTE State directors, employers, and other experts. International apprenticeship development also has advanced over the last year and a half, largely due to the Joint Declarations of Intent signed by the United States and Germany, and the United States and Switzerland. The Joint Declarations provide a framework for the countries to collaborate on work-based training, curriculum development, credential recognition, pathways to career development, and the expansion of apprenticeship programs into new industries.

U.S. Department of Health and Human Services

HHS has two agencies that provide social protection for children: the Administration for Children and Families (ACF) and the National Institute for Occupational Safety and Health (NIOSH) within the Centers for Disease Control and Prevention.

The Administration for Children and Families

The ACF serves as the lead HHS agency to combat human trafficking and modern forms of slavery by administering anti-trafficking programs through grants and contracts, and collaborating with Federal, State, tribal, and local government organizations and NGOs.

In 2015, the ACF established a new Office on Trafficking in Persons (OTIP) to further strengthen collaboration and coordination of anti-trafficking efforts across multiple systems of care, including refugee resettlement, child welfare, runaway and homeless youth, Native Americans, and health care services systems.

The ACF provides assistance to foreign and domestic (U.S. citizen and lawful permanent resident) victims of forced labor and commercial sexual exploitation through multiple grant programs. During FY 2015, a total of 1,726 individual clients received case management services through the Trafficking Victim Assistance Program, a national victim assistance program for foreign victims of human trafficking and their families. This represents a 52 percent increase in clients served by grantees from the previous fiscal year. Seventeen percent of the clients served were children.

Unaccompanied children who are victims of trafficking may be referred to HHS's Unaccompanied Refugee Minors (URM) Program, which offers a variety of assistance,

including licensed foster care homes, therapeutic foster care homes, semi-independent living programs, and residential treatment centers. Other services provided include medical care, independent living skills training, educational support, English language training, career and college counseling and training, mental health services, access to legal services for immigration status adjustment assistance, recreational opportunities, support for social integration, and activities that support cultural and religious preservation. The URM Program served 124 minor victims of trafficking in FY 2015.

HHS also issues Eligibility Letters for foreign minors to be eligible for benefits and services to the same extent as a refugee. The Trafficking Victims Protection Act requires any Federal, State, or local official to notify HHS within 24 hours after discovering a foreign child who may be a victim of a severe form of trafficking in persons to facilitate the provision of assistance (22 U.S.C. 7105). HHS issues Interim Assistance Letters to a foreign child who may have been subjected to a severe form of trafficking in persons, providing potential victims with a 90- to 120-day period of eligibility. In FY 2015, HHS issued 34 such letters. HHS subsequently issues Eligibility Letters to foreign child trafficking victims upon receiving credible information that the child was subjected to a severe form of human trafficking. Eligibility Letters do not expire, but some benefits are time-limited.

In FY 2015, the ACF issued 240 Eligibility Letters to children. Thirty-five percent of the child victims who received Eligibility Letters in FY 2015 were female (compared to 40 percent in FY 2014), and 65 percent were male. More than 78 percent of child victims who received Eligibility Letters were labor trafficking victims (up from 66 percent in 2014), 19 percent were sex trafficking victims (compared to 31 percent in FY 2014), and 3 percent were victims of both labor and sex trafficking, which is the same percentage as in FY 2014. The top four countries of origin of child victims who received Eligibility Letters in FY 2015 were Mexico, Guatemala, El Salvador, and Honduras.

Grant programs assisting domestic victims of trafficking include new grant funding to provide comprehensive case management support for U.S. citizen and lawful permanent resident victims of trafficking. In addition, child victims of trafficking are served through the child welfare system, runaway and homeless youth programs, and culturally specific Native American community programs. In FY 2015, the HHS Children's Bureau provided grants to nine organizations to develop the child welfare

system's response to human trafficking through partnerships with law enforcement, juvenile justice, court systems, and other service providers.

In 2016, HHS's Family and Youth Services Bureau released the findings of a Street Outreach study that surveyed 873 runaway and homeless youth in 11 cities. The study found that 36 percent of homeless youth had traded sex for money, a place to spend the night, food, protection, or drugs. Most of the youth who reported trading sex for money did so only after they became homeless. More than half of homeless youth became homeless for the first time because they were asked to leave home by a parent or caregiver. In FY 2015, the HHS Administration for Children and Families continued grant funding for program activities, including providing a culturally grounded support group for young American Indian men ages 16–21, who are at high risk for involvement in commercial sexual exploitation.

The HHS-funded National Human Trafficking Resource Center operates a national 24-hour hotline that connects survivors of human trafficking anywhere in the country to local services. Since 2007, the hotline has identified 25,000 cases of human trafficking. In 2015, 29 percent of the 5,544 trafficking cases reported to the hotline involved minor victims of trafficking.

The National Institute for Occupational Safety and Health (NIOSH)

NIOSH undertakes several activities to protect children from involvement in exploitive labor. NIOSH produces and disseminates *Are You a Teen Worker?* to educate children and young workers about their rights and other resources on child and young worker safety and health.⁽⁷⁶⁾ NIOSH also developed the North American Guidelines for Children's Agricultural

Tasks (NAGCAT), working in partnership with the National Children's Center for Rural and Agricultural Health and Safety. NAGCAT provides information on children's physical, mental, and psychosocial abilities in relation to the requirements of specific types of farm work and has been effective in reducing child agricultural injuries.⁽⁷⁷⁾

The U.S. Department of Education

The U.S. Department of Education's Office of Migrant Education, within the Office of Elementary and Secondary Education, administers a program to provide support to migrant children in the United States who may be vulnerable to involvement in the worst forms of child labor.

Office of Migrant Education

Children of migrant farmworkers are particularly vulnerable to involvement in exploitive child labor. Some children may have to forego their education entirely to work to support their families, while others may be able to enroll in school, but their learning and social adjustment are interrupted when they have to change schools frequently due to crop cycles.⁽⁷⁸⁾ Migrant children also often find it difficult to achieve academic success because they must balance the demands of learning with the fatigue and mental stress of work in the fields.⁽⁷⁹⁾

The U.S. Department of Education's Migrant Education Program works to ensure that migrant children who move from one State to another are not penalized by disparities among States in curriculum, graduation requirements, State academic content, or student academic achievement standards. The program provides services to migrant children, such as remedial and compensatory instruction, bilingual and multicultural instruction, vocational instruction, career education services, counseling, testing, health services, and preschool care.⁽⁸⁰⁾



Endnotes

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Children enrolled in school taking a break from their studies.
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How to Read a Country Profile

Each country profile begins with an overview for 2015 in a single paragraph, beginning with a statement identifying the assessment level assigned to the country for 2015.

Following the statement of assessment, the paragraph offers a summary of key findings in the country profile.

The narrative includes any meaningful efforts taken by a government, defined as efforts in key areas in which the government advanced in implementing its commitments to eliminate the worst forms of child labor.

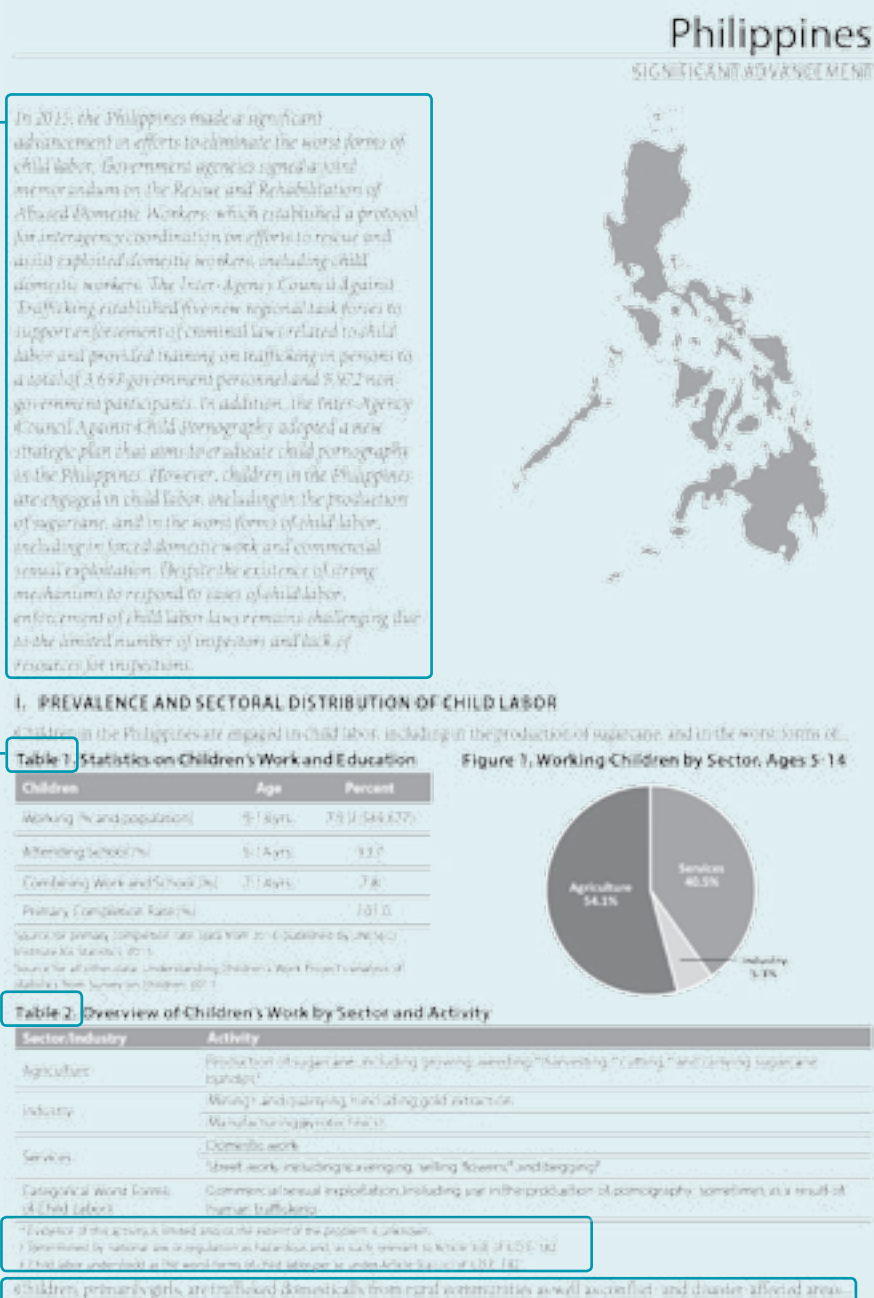
The narrative also notes the most common or egregious forms of child labor found in the country and highlights areas in which key gaps in government efforts remain.

Table 1, “Statistics on Children’s Work and Education,” contains at least four variables: percentage of working children, school attendance rate, percentage of children combining work and school, and primary completion rate. The majority of the country profiles have data for at least one of these variables. A smaller set of profiles contain data on children’s work by sector. The age and methodologies of the original surveys that provide the underlying data vary, and in some cases, the surveys may not reflect the true magnitude of the child labor problem in a country. For some countries, data are unavailable from the sources used in this report.

Table 2, “Overview of Children’s Work by Sector and Activity,” groups types of children’s work by sector, using categories established by the ILO and UCW for national child labor surveys (Agriculture, Industry, and Services), as well as a category intended to capture work understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182 (referred to by the report as “Categorical Worst Forms of Child Labor”). Sectors and specific activities performed by children are sorted into these categories according to internationally accepted industry and occupational codes.

Table 2 is footnoted to (1) identify sectors or activities for which information is limited and/or the extent of the problem is unknown, (2) identify sectors or activities determined to be hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182, and (3) provide the definition of “Categorical Worst Forms of Child Labor” as previously described.

Following Table 2, the section may highlight additional sector-specific information in a brief narrative. In addition, the narrative may discuss any social, economic, or political issues that impact the prevalence of child labor, such as barriers to accessing education, or major socioeconomic shocks to the country that may inhibit the government’s ability to address child labor, such as a natural disaster or armed conflict.









• **Section 2** begins with **Table 3**, “**Ratification of International Conventions on Child Labor**.” The conventions listed include ILO C. 138 and 182 and the UN Convention on the Rights of the Child and its Optional Protocols on the involvement of children in armed conflict and on the sale of children, child prostitution, and child pornography, and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the UN Convention Against Transnational Organized Crime (the Palermo Protocol). A checkmark indicates the country’s ratification, acceptance, accession, or succession to the instrument, given that these actions have the same practical legal effect regarding the substantive obligations of the instruments as ratification. If other relevant international instruments (beyond those listed in Table 3) were ratified during the reporting period, this may be recognized in a short narrative following the table.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Philippines has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 139 of the Labor Code; Section 14 of the...
Minimum Age for Hazardous Work	Yes	18	Article 139 of the Labor Code
Prohibition of Hazardous Occupations or Activities for Children	Yes		Department Order 4 on Hazardous Work and Activities to Persons Below 18 Years of Age; Section 12-D of the...
Prohibition of Forced Labor	Yes		Section 4.5 of the Expanded Anti-Trafficking in Persons Act...
Prohibition of Child Trafficking	Yes		Section 12-D of the Special Protection of Children Against...
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Article 3 of the...
Prohibition of Using Children in Illicit Activities	Yes		Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Articles 6 and 10...
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes Noncombat: Yes	18 17	Section 5.A.4 of Memorandum Circular No. 13 on Selective Enlistment/Reenlistment of the Department of National Defense and the Armed Forces of the Philippines, 2001...
Compulsory Education Age	Yes	18†	Section 4 of the Enhanced Basic Education Act
Free Public Education	Yes		Section 2 of the Philippine Constitution

* No conscription

† Age calculated based on available information

In December 2015, pursuant to the Sugarcane Industry Development Act, the Sugar Regulatory Administration issued...

• **Table 4**, “**Laws and Regulations Related to Child Labor**,” lists a set of standards that should be established through national legislation in order to fully implement ILO C. 182. These include the minimum ages for work and hazardous work; hazardous occupations and activities prohibited to children; prohibitions of forced labor, child trafficking, commercial sexual exploitation, and using children in illicit activities; the minimum ages for voluntary and compulsory military service; the compulsory education age; and whether the government has a law on free basic education. Table 4 is footnoted to identify (1) if a government does not use conscription for military service, (2) if a government does not have a standing military, and (3) an age calculated based on available information.

• Table 4 is followed by a narrative describing any relevant laws the government enacted, or advanced to a significant step in the legislative process, during the reporting period. If the government failed to take action on an existing draft bill that would fill a gap in the legal framework related to child labor, this also may be noted. The narrative then assesses whether existing laws meet international standards and are sufficiently comprehensive to cover the child labor issues that are present in the country.

Section 3 begins with a broad statement about whether the government has established institutional mechanisms to enforce laws and regulations related to child labor, including its worst forms. It then presents three tables: the first, **Table 5**, is the “Agencies Responsible for Child Labor Law Enforcement” table; the second and third, which are new to the report this year, provide data on labor and criminal law enforcement efforts in 2014 and 2015, country.

Table 6 the “Labor Law Enforcement Efforts” table, provides information on: labor inspectorate funding; the number of labor inspectors and for some countries, the number of child labor dedicated inspectors; whether the labor inspectorate is authorized to assess penalties; training for inspectors; the number of labor inspections and whether they were conducted at work sites or by desk reviews; the number of child labor violations found, and penalties imposed and collected; whether routine inspections were conducted and if any were targeted; whether unannounced inspections were permitted and if they were conducted; and whether there is a complaint mechanism and a reciprocal referral mechanism between labor authorities and social services.

Table 7, the “Criminal Law Enforcement Efforts” table, provides information on: training for investigators; the number of investigations; the number of violations found; the number of prosecutions initiated; the number of convictions; and whether there is a referral mechanism between criminal authorities and social services.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor and Employment (DOLE), Bureau of Working Conditions	Enforce child labor laws, regularly train inspectors and regional personnel, inspect establishments and monitor compliance with labor laws in all sectors, including in the informal sector and agricultural and mining operations.(1) Register DOLE enforcement activities using the Labor Law Compliance System...

In April 2015, the National Police Commission issued Resolution 2014-411 to strengthen and restructure the Women and Children's Protection Center as a specialized unit under the Philippine National Police (PNP-WCPC).

Labor Law Enforcement

Labor law enforcement agencies in the Philippines took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$4,050,000	\$756,800
Number of Labor Inspectors	462	581
Inspectorate Authorized to Assess Penalties	No	No
Training for Labor Inspectors		
• Initial Training for New Employees	Yes	Yes
• Training on New Laws Related to Child Labor	No	No
• Refresher Courses Provided	Yes	Yes
Number of Labor Inspections	69,199	44,354(1)
• Number Conducted at Worksite	Unknown	Unknown
• Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Penalties for which Penalties were Imposed	N/A	N/A
• Number of Penalties Imposed that were Collected	N/A	N/A
Routine Inspections Conducted	Yes	Yes
• Routine Inspections Targeted	Yes	Yes
Unannounced Inspections Conducted	Yes	Yes
Unannounced Inspections Targeted	Yes	Yes
Complaint Mechanism Exists	Yes	Yes
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes	Yes

(1) Database from January 1, 2015, to November 2015.

For the second year in a row, the Department of Labor and Employment's Bureau of Working Conditions hired additional...

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the Philippines took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
• Initial Training for New Employees	Unknown	Unknown
• Training on New Laws Related to Child Labor	No	No
• Refresher Courses Provided	Yes	Yes
Number of Investigations	810	858(1)
Number of Violations Found	189	158
Number of Prosecutions Initiated	138	102
Number of Convictions	42	40
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes	Yes

(1) Database from January 1, 2015, to November 2015.

In 2015, the PNP-WCPC employed 4,716 personnel assigned to 5,491 women and children's desks throughout the country...

A narrative follows each of these tables, with more specific information on government mechanisms and efforts, and includes findings where ILAB has concluded that a shortfall exists between international standards and government efforts.

Both tables are footnoted to identify whether the government makes enforcement information publicly available and if the data from 2014 and 2015 falls outside of the calendar year.

Section 4 is typically brief, beginning with a short statement as to whether the government has any coordinating mechanism focused on or related to combatting child labor, followed by a table listing the relevant coordinating bodies, their composition (if known), and their respective mandates, as well as their efforts during the reporting period. A subsequent narrative may include findings on gaps in their efforts.

Section 5 begins with a statement indicating whether the government has established any policies related to child labor, including its worst forms. This is followed by a table listing the relevant policies, providing a description of each policy's objective and any developments in implementation that occurred during the reporting period. The table is footnoted to identify policies that were approved during the reporting period as well as policies that do not include child labor prevention and elimination strategies. The narrative following the table is reserved for findings related to whether existing policies sufficiently address child labor issues, including its worst forms, in the country. Analysis of the extent to which these efforts were sufficient to address the scope of the problem and/or covered the key sectors in which children are known to work in the country.

Section 6 opens with a statement as to whether the government funded and/or participated in social programs that include the goal of eliminating or preventing child labor, including its worst forms. As with the policy section, this section lists relevant programs, including larger development programs such as poverty strategies or education-focused initiatives that may have an impact on child labor. Footnotes also identify projects that are funded by the government and/or were launched during the reporting period. The table provides a description of each social program and its activities and accomplishments, to the extent known, during the reporting period. A narrative may follow with analysis of the extent to which these efforts were sufficient to address the scope of the problem and/or covered the key sectors in which children are known to work in the country.

Section 7, the last section of each country profile, is a set of suggested actions. These suggested actions serve as a roadmap of efforts that individual countries can follow to more fully address the worst forms of child labor. The year in which a suggested action was first provided is listed in the table followed by every year the action was included in the report and not addressed.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Child Labor Committee (NCLC)	Coordinate national efforts to combat child labor under ILO 129; Promote information sharing at the national, regional, and provincial levels.

In 2015, several government agencies signed a joint Memorandum Circular (JMC) on the Protocol on the Recruitment...

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Philippines has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Inter-Agency Council Against Child Pornography Three Year Strategic Plan	Aims to eradicate child pornography in the Philippines by focusing efforts in five strategic areas: (1) advocacy and prevention; (2) law enforcement and prosecution; (3) protection, recovery, and reintegration; (4) research, monitoring, and management of information systems; and...

This policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the Philippines funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Convening Stakeholders to Develop and Implement Strategies to Reduce Child Labor and Improve Working Conditions in Artisanal and Small-Scale Gold Mining (ASTREC-ASGM) (Jan 5, 2014)	\$5 million (SAGM) funded, 13-year project implemented by the ILO that aims to support efforts to reduce child labor and improve working conditions in artisanal and small-scale gold mining (ASGM) in Ghana and the Philippines. The project supports efforts to: (1) implement laws, policies, and action plans to address child labor and working conditions in ASGM; (2) increase access of ASGM communities to livelihood and social protection programs; and (3) develop tools to increase transparency and monitoring of child labor and working conditions in goldmining supply chains.
Recovery and Reintegration Program for Trafficked Persons ¹	(R&R) and (A&R) program that provides recovery and reintegration services to victims of human trafficking and raises awareness in vulnerable communities.

¹ Program was launched during the reporting period.

² Program funded by the Government of the Philippines.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Philippines (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize the labor inspectorates to assess penalties.	2015
Coordination	Ensure that the National Child Labor Committee has the legal mandate and resources necessary to effectively coordinate national efforts to combat child labor, including its worst forms.	2015
Social Programs	Ensure that all children are able to safely access and attend school and that there are no prohibitive costs for education-related expenses.	2015-2015

REFERENCES

Country Profiles



In 2015, Afghanistan made a moderate advancement in efforts to eliminate the worst forms of child labor. The President ordered the creation of a committee to prevent and prosecute Government officials involved in the commercial sexual exploitation of boys. The Government also prevented children from enlisting in the Afghan National Defense and Security Forces. However, children in Afghanistan are engaged in the worst forms of child labor, including in armed conflict and the forced production of bricks. Afghanistan's labor inspectorate is not authorized to impose penalties for child labor violations, and the Government lacks programs to eliminate child labor in certain sectors in which it is prevalent.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Afghanistan are engaged in the worst forms of child labor, including in armed conflict and the forced production of bricks.(1-7) Table 1 provides key indicators on children's work and education in Afghanistan. Data on some of these indicators are not available from the sources used in this report

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	7.5 (673,949)
Attending School (%)	5-14 yrs.	41.8
Combining Work and School (%)	7-14 yrs.	4.6
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010-2011.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including harvesting poppies (10-13)
	Herding* (12, 14, 15)
	Carpet weaving† (12, 15-17)
Industry	Construction,* activities unknown (12, 18)
	Coal, gem,* and salt* mining† (14, 19-22)
	Brick making (1, 12-14, 17, 23)
	Domestic work (6, 12, 17)
Services	Transporting water and goods, including across international borders (12, 14, 24, 25)
	Street work, including peddling, vending, shoe shining, carrying goods, and begging (6, 12, 17, 26)
	Collecting garbage† (6, 17, 25)
	Washing cars* (12, 13)
	Selling goods in stores* (12, 25)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including in the trafficking of drugs (6, 12, 27, 28)

Afghanistan

MODERATE ADVANCEMENT

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Use in armed conflict, sometimes a result of forced recruitment (5-7, 13, 28)
	Domestic work as a result of human trafficking (4, 28, 29)
	Commercial sexual exploitation, sometimes as a result of human trafficking (25, 26, 28, 30-33)
	Forced labor in the production of bricks and carpets,* and in begging, each sometimes as a result of human trafficking (1-4, 25, 28, 29)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C 182.

In Afghanistan, children are most commonly trafficked internally for labor exploitation in carpet weaving, brick making, domestic work, commercial sexual exploitation, begging, and drug smuggling.(4, 29) Children are also trafficked transnationally, primarily to Pakistan, Iran, India, Saudi Arabia, and Greece. Boys are used for forced labor in agriculture, construction, begging, drug smuggling, and commercial sexual exploitation, while girls are used for commercial sexual exploitation and domestic work.(4, 28, 29) Evidence points to the trafficking of children for commercial sexual exploitation and debt settlement, including bonded labor in the production of bricks.(3, 4, 12) There are reports indicate that girls from other countries—including Iran and Pakistan—are trafficked to Afghanistan for commercial sexual exploitation.(4, 28)

Non-state groups, such as the Taliban and *Da’esh* (also known as the Islamic State of Khorasan Province), recruited children for use in armed conflict, to plant improvised explosive devices, or to act as suicide bombers.(5, 6, 13, 28) The Taliban use some schools for child recruitment and military training.(7) Limited evidence indicates that the *Da’esh* trained children as young age 5 in the use of weapons.(21) The UN has also verified cases of recruitment and use of children by the Afghan National Defense and Security Forces.(7) Low birth registration contributes to the problem because it makes the determination of a recruit’s age difficult.(34)




Children, especially boys, are subject to commercial sexual exploitation throughout the country. The practice of *bacha bazi* (boy play), in which men keep young boys for social and sexual entertainment, is particularly prevalent.(32, 35) In many cases, these boys are dressed in female clothing, used as dancers at parties and ceremonies, and sexually exploited.(32, 36) A national inquiry conducted in 2014 found that most boys were ages 13–16.(32) Reports indicate that some government officials, including members of the Afghan National Police, Afghan Local Police, and the Afghan Border Police, have boys for *bacha bazi* and also have them work as tea servers or cooks in police camps.(32, 35, 37)

Based on a 2013 report by the Afghanistan Independent Human Rights Commission, about 6 million children are out of school. Barriers to education for children include distance from school, school-related fees, lack of security, and not being allowed by parents to go to school, particularly for girls.(12) Attacks on schools continued in 2015; and 68 schools in Nangarhar province were closed due activities of groups affiliated with *Da’esh*.(7)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Afghanistan has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 13 of the Labor Law (38)
Minimum Age for Hazardous Work	Yes	18	Articles 13 and 120 of the Labor Law (38)
Prohibition of Hazardous Occupations or Activities for Children	Yes		List of Prohibited Jobs for Child Laborers (39)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Law; Articles 7.3 and 8.2 of the Counter Abduction and Human Trafficking Law; Article 516 of the Penal Code (38, 40, 41)
Prohibition of Child Trafficking	Yes		Article 8.2 of the Counter Abduction and Human Trafficking Law; Article 516 of the Penal Code (40, 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 18.2 of the Law on Elimination of Violence Against Women; Article 427 of the Penal Code (41, 42)
Prohibition of Using Children in Illicit Activities	Yes		List of Prohibited Jobs for Child Laborers; Article 23 of the Counter Narcotics Law (39, 43)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Presidential Decree, 2003 (44)
Compulsory Education Age	Yes	15‡	Article 17 of the Education Law (45)
Free Public Education	Yes		Article 17 of the Education Law (45)

* No conscription (44)

‡ Age calculated based on available information.(46)

Afghan law does not comprehensively protect children from commercial sexual exploitation. While the 2009 Elimination of Violence Against Women Act protects girls from forced prostitution, it does not mention boys.(42) The legal framework does not adequately criminalize the possession or distribution of child pornography specifically or include increased penalties for the possession or distribution child pornography. In addition, although the Penal Code sets forth increased penalties for sex acts with boys, it does not specifically address the practice of *bacha bazi* and the associated sexual exploitation, including touching, massaging, and forced dancing in public and private ceremonies.(41) Pending amendments to the Penal Code include measures that criminalize the practice of *bacha bazi*, including forcing a child to dance.(28)

The Counter Abduction and Human Trafficking Law requires the elements of force, fraud, or coercion for trafficking of a child, which is inconsistent with international standards.(40) Although forced labor and child trafficking are illegal, research did not find criminalization of debt bondage.

Additionally, laws related to illicit activities are not sufficient as the use, procuring, and offering of a child for the production of drugs are not prohibited.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Social Affairs, Martyrs, and Disabled (MoLSAMD)	Respond to complaints of child labor and refer cases to the Attorney General's Office.(47)
Child Protection Action Network (CPAN)	A coalition of Government agencies, NGOs, and community and religious leaders conducts child labor inspections and refers children engaged in hazardous child labor to NGO and Government shelters that provide protection and social services.(6)

Afghanistan

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Interior (MOI)	Enforce laws related to child trafficking, the use of children in illicit activities, and child sexual exploitation.(6)
National Directorate of Security (NDS)	Identify human trafficking victims and refer these cases to the Ministry of the Interior.(48)
Attorney General's Office (AGO)	Investigate and prosecute human trafficking and abduction cases.(48)
Ministry of Women's Affairs (MOWA)	Register abduction and human trafficking cases, and provide support to child labor and trafficking victims.(6, 48)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Afghanistan took actions to combat the worst forms of child labor.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	Unknown	18 (6)
Number of Child Labor Dedicated Inspectors	19 (46)	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	No (6)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (6)
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	No (6)
Number of Labor Inspections	350 (46)	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	0 (6)
■ Number of Penalties Imposed That Were Collected	Unknown	N/A
Routine Inspections Conducted	Unknown	Yes (6)
■ Routine Inspections Targeted	Unknown	Yes (6)
Unannounced Inspections Permitted	Unknown	Yes (6)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Yes (47)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (6)

In 2015, MoLSAMD employed 18 labor inspectors. According to the ILO recommendation of 1 inspector for every 40,000 workers in less developed economies, Afghanistan should employ about 200 inspectors to adequately enforce labor laws throughout the country.(6, 49-51) Government officials, NGOs, and UNICEF acknowledge that the number of labor inspectors is insufficient. Labor inspectors do not have legal authority to enforce child labor laws.(6) Business owners are not required to allow unannounced inspections.(6)

MoLSAMD, in cooperation with the Child Protection Action Network (CPAN), can respond to complaints of child labor, investigate cases, and issue warnings or refer the case to the General Attorney's office. A person wishing to file a complaint must specify the legal grounds for labor violations in writing.(47)

The primary mechanism for responding to child labor cases is CPAN. In 2014, 19 CPAN technical advisors conducted 350 child labor inspections across Afghanistan.(46) Updated information for 2015 is not available.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Afghanistan took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (6)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (6)

In 2015, the Ministry of the Interior employed two officers in each anti-human-trafficking unit throughout Afghanistan's 34 provinces; however, the priority of these units is to combat human smuggling, rather than combating the worst forms of child labor. Government officials stated that they lacked equipment and transportation to carry out investigations.(6) In 2014, the Government issued a directive that calls for the enforcement of the Law on Human Trafficking to ensure that victims of human trafficking receive appropriate social services instead of being prosecuted for violations of Afghan law.(35) During the reporting period, however, victims of human trafficking were routinely prosecuted and convicted of crimes. Some Government officials are complicit in the lack of prosecutions of individuals who subject boys to *bacha bazi*.(4) Male child victims of human trafficking, especially those who were engaged in commercial sexual exploitation or were used as child soldiers, were sometimes referred to juvenile detention and rehabilitation facilities, and they did not receive appropriate victim support services.(28, 52) The UN noted that some children, detained in juvenile rehabilitation centers as a result of their association with armed groups, reported being subjected to torture and ill treatment.(52)

In 2015, the President ordered the creation of a committee to investigate and prosecute cases of commercial sexual exploitation of children by security forces.(28) Based on Government statistics for 2015, 41 cases of human trafficking were investigated, leading to 38 prosecutions and 33 convictions; however, it is not known how many of these cases involved child victims.(6)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government of Afghanistan has established coordinating mechanisms to address certain forms of child labor, research found no evidence of an overall mechanism to combat child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
High Commission for Combating Crimes of Abduction and Human Trafficking	Address human trafficking in general, including child trafficking. Led by the Ministry of Justice and comprising the National Directorate of Security; the Attorney General's Office; the Afghan Independent Bar Association; the Afghanistan Independent Human Rights Commission; the Afghan Women Skills Development Center; and nine Government ministries, including MoLSAMD, the Ministry of Public Health, and the Ministry of Women's Affairs.(6, 48)
Inter-Ministerial Steering Committee on Children and Armed Conflict	Coordinate efforts to eliminate the recruitment and use of child soldiers. Led by the Ministry of Foreign Affairs and monitored by the UN Task Force on Children and Armed Conflict, which comprises UN and NGO members.(53)

Afghanistan

MODERATE ADVANCEMENT

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Afghanistan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy for Children at Risk	Creates a framework to support at-risk children and their families with new and existing social services, develops a strategic plan to build the capacity of child-based organizations into broader family- and community-based institutions, and guides donors in contributing toward a comprehensive child protection system. Focuses specifically on working children, trafficked children, child soldiers, and other children affected by conflict.(54)
Action Plan for the Prevention of Underage Recruitment	Aims to prevent the recruitment of minors into the Afghan National Security Forces, including the Afghan National Army, the Afghan National Police, the National Directorate of Security, and pro-government militia groups. Seeks to ensure the release of children under age 18 from the armed forces and facilitate their reintegration into families and communities.(55)
Road Map Toward Full Compliance of the Action Plan for the Prevention of Underage Recruitment	Supports and expedites implementation of the Action Plan for the Prevention of Underage Recruitment. Identifies 15 priority areas, including criminalization of the recruitment and use of children by national security forces, development of a policy to protect children arrested and detained on national security-related charges, improved age verification procedures, establishment of a national monitoring system, and endorsement of a national birth registration strategy.(6, 52)
National Action Plan on Trafficking in Persons (2014–2015)	Aimed to improve the anti-trafficking legal framework, prevent prosecution of trafficking victims, increase awareness about the trafficking of male children, and improve victim rehabilitation programs for boys.(56)
National Labor Policy	Includes objectives to eliminate the worst forms of child labor, including those in hazardous activities; pass legislation prohibiting child labor; and effectively enforce child labor laws.(17)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Afghanistan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Project to Prevent Child Labor in Home-Based Carpet Production in Afghanistan (2013–2017)	\$2 million, USDOL-funded 4-year, project implemented by GoodWeave. Aims to build market preferences for child labor-free Afghan carpets, contributes to evidence-based knowledge of child labor in the Afghanistan carpet sector, and increases public awareness and engagement on the issue of child labor in the Afghan carpet sector.(57) In 2015, GoodWeave provided educational services, including extracurricular classes, to 134 children, and livelihood and health services to 43 households. With more time dedicated to educational activities, children have less time to engage in child labor in carpet weaving.(58)
Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)*	USDOL-funded capacity-building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to improve monitoring and enforcement of laws and policies related to child labor and the implementation of the National Strategy for Children at Risk.(59)
Afghanistan Peace and Reintegration Program	Promotes the reintegration of former insurgents back into their communities. Child insurgents are referred to the Ministry of the Interior's child correction centers.(28)
Age Verification of New Afghan National Security Forces Recruits†	Ministry of Foreign Affairs, Ministry of Defense, Ministry of Interior, National Directorate of Security, and UNICEF program that operates child protection units in the Afghan National Security Forces recruitment centers. Aims to ensure that new recruits meet the minimum age requirement of 18 by carefully screening applicants.(60) In an effort to address the use of the fraudulent IDs by children, the process includes an ID check and a requirement that at least two community elders vouch that a recruit is at least age 18 and is eligible to join the Afghan National Security Forces.(61) Implemented by the Afghan National Police in Badghis, Herat, Laghman, Nangarhar, and Nimroz provinces, the pilot program seeks to enforce the Ministry of the Interior National Birth Registration Strategy, which aims to prevent recruitment of children into the armed forces.(28)
Trafficking Shelters‡	MoLSAMD-funded, NGO-operated shelter for human trafficking victims. Provides food, clothing, medical care, counseling, psychosocial support, and vocational and academic training. MoLSAMD registers victims and provides reintegration assistance.(6) An additional shelter is available for boy victims of human trafficking in Kabul, funded by the USDOS and operated by Hagar International.(6)
Counter-Trafficking Program	USDOS-funded project implemented by Hagar International in collaboration with the IOM. Provides counter-trafficking training for law enforcement officials in four provinces and aims to facilitate information sharing and collaboration on counter-trafficking activities between government and civil society actors.(35, 62)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Safety Nets and Pensions Support Project (2009–2016)	\$7.5 million World Bank-funded, 7-year project, implemented by MoLSAMD, provides cash support on a case-by-case basis to poor families with children under age 5 in three provinces. Targets highly impoverished families, including children who are at risk of child labor.(6)
Protracted Relief and Recovery Operation (2014–2016)	\$496 million WFP-funded \$496 million, 3-year project, enhances food security and nutrition for 3.7 million beneficiaries in 184 food insecure districts. Assists people affected by conflict, natural disaster, or economic stress by providing food, vouchers, or cash. Provides targeted children with supplementary feeding, supports schools to increase enrollment and attendance, and provides adults with vocational training.(63)

* Program was launched during the reporting period.

† Program is funded by the Government of Afghanistan.

The Government opened three new Children Protection Units, bringing the total to seven throughout the country, which prevent the enlistment of children into the Afghan National Defense and Security Forces.(7) Between March 2015 and March 2016, the Government prevented the enlistment of more than 1,100 children.(64)

There is no evidence of programs designed specifically to prevent and eliminate child labor in agriculture or forced child labor in the production of bricks. Research found that shelters and support services for male child trafficking victims older than age 10 were particularly limited.(33)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Afghanistan (Table 9).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws protect all children, including boys, from commercial sexual exploitation.	2013 – 2015
	Ensure that laws clearly prohibit the production, distribution, benefiting from, and possession of child pornography.	2014 – 2015
	Ensure that the definition of child trafficking does not require an element of force or coercion in different stages of human trafficking.	2011 – 2015
	Ensure that debt bondage is criminally prohibited.	2015
	Ensure laws criminally prohibit procuring and offering of a child for illicit activities.	2015
Enforcement	Collect and make publicly available information on labor inspectorate funding; the number of CPAN technical advisors dedicated to child labor inspections; the number of labor inspections, including those conducted at worksites and by desk reviews; the number of child labor violations identified; and whether unannounced inspections were conducted.	2015
	Authorize the inspectorate to assess penalties for violations of Afghan law.	2015
	Ensure that the labor inspectorate receives training on child labor.	2011 – 2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2011 – 2015
	Ensure that the labor inspectorate has legal authority to enforce child labor laws, including by legally requiring businesses to comply with unannounced inspections.	2014 – 2015
	Simplify the child labor complaint mechanism to allow oral complaints and waive the requirement that the individual filing a complaint must specify the legal grounds for the violation.	2015
	Make publicly available data on the training system of criminal investigators, as well as the numbers of investigations, violations, prosecutions, and convictions for all crimes involving the worst forms of child labor.	2011 – 2015
	Ensure that investigators are available to enforce criminal laws involving all of the worst forms of child labor.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that criminal law enforcement agencies have the necessary equipment and transportation to enforce laws involving the worst forms of child labor.	2012 – 2015
	Ensure that child victims of human trafficking and other worst forms of child labor are correctly identified as victims and are not detained; and ensure that they are referred to appropriate social services, and that children held in juvenile detention or rehabilitation facilities are not subject to mistreatment or torture.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including all its worst forms.	2013 – 2015
Social Programs	Institute a birth registration campaign.	2015
	Institute programs to increase access to education and to improve security in schools, especially for girls.	2014 – 2015
	Institute programs to address child labor in agriculture and bonded child labor in brick kilns.	2009 – 2015
	Provide financial support to open shelters for victims of human trafficking and to ensure that sufficient shelter services are available for older male child trafficking victims.	2010 – 2015

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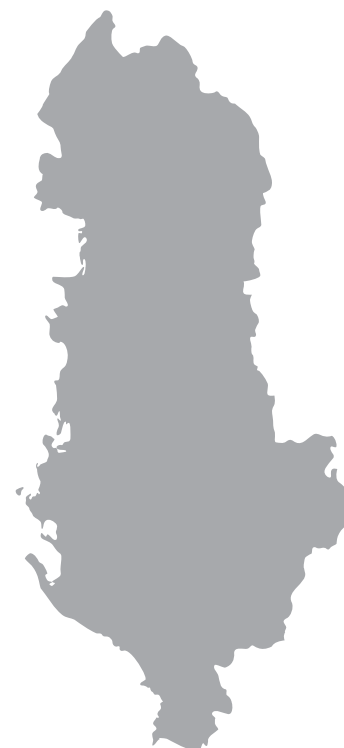
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Afghanistan

MODERATE ADVANCEMENT

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In 2015, Albania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government raised the minimum age at which children may participate in apprenticeship programs and light work to 15. The Government also issued a detailed instruction to national child protection stakeholders outlining each stakeholder's role in child protection and the best practices for assisting vulnerable children. However, children in Albania are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in forced begging. Enforcement of child labor laws remains challenging due to the limited number of inspectors in the State Inspectorate for Labor and Social Services and the General Directorate of State. In addition, programs to combat child labor are insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Albania are engaged in child labor, including in agriculture.(1-5) Children are also engaged in the worst forms of child labor, including in forced begging.(2, 3, 5-7) In 2014, the Government supported the publication of the first national assessment of children living and working on the street in Albania.(3) The report showed that the most common forms of street work among these children are vending, begging, and busking. Ninety-six percent of children interviewed reported family income generation as their reason for engaging in street work.(3) Data also showed that 74.3 percent of street children belong to the Roma and Egyptian communities, indicating that a disproportionately high number of children working on the street belong to ethnic minority groups.(3) Table 1 provides key indicators on children's work and education in Albania.

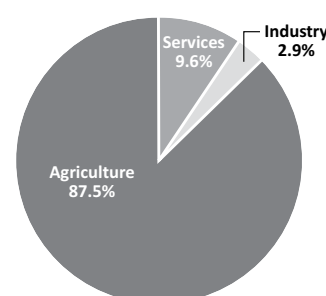
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.6 (23,665)
Attending School (%)	5-14 yrs.	92.5
Combining Work and School (%)	7-14 yrs.	5.2
Primary Completion Rate (%)		107.8

Source for primary completion rate: UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labour Survey (NCLS), 2010.(9)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1-5)
	Shepherding* (5)
Industry	Mining,*† including mining chrome* (1, 2, 4, 10-12)
	Construction, activities unknown (1-4)

Albania

MODERATE ADVANCEMENT

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Working in the textile,* garment,* and footwear* sectors (2, 4, 13)
	Processing fish* (4, 14)
Services	Begging (2-5, 13, 15-17)
	Street work, including vending, washing vehicles, busking, and shining shoes (3, 5, 18)
	Collecting recyclable materials on the street and in landfills (3, 13, 19, 20)
	Working in wholesale and retail trade (1, 2, 4)
	Working in hotels and restaurants (1, 2, 4)
Categorical Worst Forms of Child Labor†	Working in call centers* (4)
	Use in illicit activities, including burglary, drug trafficking, drug couriering, and harvesting and processing cannabis* (2, 3, 5, 21, 22)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 5, 7)
	Forced begging sometimes as a result of human trafficking (2, 3, 5-7)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Albania is a source country for children trafficked abroad to neighboring countries such as Kosovo, Macedonia, and Montenegro, as well as to EU countries for commercial sexual exploitation and forced begging.(23, 24) In addition, internal child trafficking and forced begging has reportedly increased in recent years.(7, 23) Street children, especially those from ethnic Egyptian and Roma communities, are at the greatest risk of becoming victims of human trafficking.(2, 3, 16, 25, 26)

The majority of children engaged in child labor in Albania work in the agriculture sector. However, there is little information available about the specific work activities in which these children are engaged.(1-3, 16)

Sources report that due to an ongoing police campaign to end cannabis production, child labor in cannabis production has substantially decreased.(27) However, research found that, since the onset of the police campaign, cannabis cultivation has moved to remote mountain regions of the country that are less accessible to NGO and government monitoring. As a result, it is not clear whether child labor in the sector has ceased.(12)

Although the Constitution of the Republic of Albania and the Law on Pre-University Education guarantee free public education, children without birth certificates are unable to attend school.(5) Residency requirements continue to make it difficult for Roma and Egyptian families in particular to acquire birth registration for their children.(16, 23, 28) Lack of registration often prevents children in this community from accessing education and other social services.(14, 16, 28) Children from the Roma and Egyptian communities also experienced discrimination in schools, including being turned away from schools or physically separated from other children in the classroom.(5) Children who do not have access to education and other social services are at an increased risk of exploitation in child labor. In addition, the costs of books, uniforms, and classroom resources such as space heaters are prohibitive for low-income families.(5)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Albania has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor




Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 98 of the Code of Labor; Article 22 of the Law for the Protection of the Rights of the Child (29, 30)
Minimum Age for Hazardous Work	Yes	18	Articles 98–101 of the Code of Labor; Article 22 of the Law for the Protection of the Rights of the Child (29, 30)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 99–101 of the Code of Labor; Decree of the Council of Ministers on Defining Hazardous and Hard Works; Decree of the Council of Ministers on the Protection of Minors at Work; Law on Occupational Safety and Health at Work (29, 31–34)
Prohibition of Forced Labor	Yes		Article 8 of the Code of Labor (29)
Prohibition of Child Trafficking	Yes		Article 128/b of the Criminal Code (35)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 114, 114/a, 115, 117, and 128/b of the Criminal Code; Article 24 of the Law for the Protection of the Rights of the Child (30, 35)
Prohibition of Using Children in Illicit Activities	Yes		Articles 52/a, 129, 124/b, 283, 283/a of the Criminal Code; Article 23 of the Law for the Protection of the Rights of the Child (18, 30, 35)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	19	Article 9 of the Law on Military Service (36, 37)
Compulsory Education Age	Yes	16	Article 22 of the Law on Pre-University Education System (38)
Free Public Education	Yes		Article 57 of the Constitution of the Republic of Albania; Article 5 of the Law on Pre-University Education System (38, 39)

*No conscription (36)

In 2015, the Government introduced amendments to the Labor Code that increased the age at which children may be employed in light work from 14 to 15, and established 15 as the age at which children may participate in an apprenticeship program.^(40, 41) However, research did not find a corresponding update to the Decree of the Council of Ministers on the Protection of Minors at Work, which lists the minimum age for light work as 14.⁽³³⁾

The law does not criminally prohibit the use, procuring, or offering of all children under 18 for illicit activities, including the production and trafficking of drugs. Article 129 of the Penal Code only criminally prohibits inducing or encouraging children under 14 to participate in criminality.⁽²⁹⁾

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Inspectorate for Labor and Social Services (SLISS) under the Ministry of Social Welfare and Youth*	Enforce labor laws, including laws related to child labor and hazardous child labor. Receive, document, and respond to child labor complaints. ^(4, 6) Monitor the quality of social services provided by shelters and centers that assist vulnerable individuals, including victims of child trafficking. ⁽⁴⁾

Albania

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Social Services Agency under the Ministry of Social Welfare and Youth	Receive, document, and respond to child labor complaints.(6)
General Directorate of State Police and Regional Police Directorates under the Ministry of Interior	Enforce all laws, including child labor and child trafficking laws.(4) Each Regional Police Directorate has an officer designated to child protection, as well as an Illicit Trafficking section that investigates cases of child trafficking. The General Directorate of State Police coordinates the work of child protection officers and Illicit Trafficking sections at the regional level.(4)
Serious Crimes Prosecution Office	Investigate and prosecute cases involving human trafficking, including child trafficking.(2, 43)
Child Rights Units (CRUs)	Monitor the situation of high-risk children and families at the regional level, coordinate protection and referral activities by Child Protection Units (CPUs) at the local level, and manage cases of children whose needs cannot be met by CPUs due to lack of CPU capacity or lack of a CPU in a given municipality.(44, 45)
Child Protection Units (CPUs)	Identify children at risk, take case referrals from enforcement agencies, and conduct initial evaluations of each case at the municipal level. Manage cases of at-risk children and refer them to appropriate social services.(2, 45-47)

* Agency responsible for child labor enforcement was created during the reporting period.

There are currently 12 Child Rights Units (CRUs) and 202 Child Protection Units (CPUs) in Albania.(41) These institutions managed 1,116 cases of street children through September 2015, including 441 new cases.(41) CPUs are generally staffed by only one individual, and a majority of CPU staff are not able to focus on child protection issues full-time.(4, 28) Additionally, CPUs and CRUs often receive inadequate funding for child protection, and the Ombudsman has noted that the effectiveness of these units is often low.(2, 6, 43, 48) Instruction No. 10 on Cooperation and Intervention Procedures for Assisting Vulnerable Children for Institutions and Structures in Charge of Child Protection was issued in February 2015 to address the issue.(45) The Instruction requires municipal governments to allocate sufficient funds to allow CPUs to employ at least one social worker who focuses on children's rights. However, it is not clear whether this requirement will be effective in increasing CPUs' overall funding.(45)

In 2015, the State Labor Inspectorate gained the additional responsibility of monitoring the quality of social services provided to vulnerable Albanians and was renamed the State Inspectorate for Labor and Social Services (SLISS). The agency's labor inspection function has not been affected by this change.(4)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Albania took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	\$1,349,520 (41)
Number of Labor Inspectors	98 (6)	115 (4, 41)
Inspectorate Authorized to Assess Penalties	Yes (6)	Yes (4)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (4)
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (5)	No (4, 41)
Number of Labor Inspections	Unknown	45 (41)
■ Number Conducted at Worksites	Unknown	Unknown (4)
■ Number Conducted by Desk Reviews	Unknown	Unknown (4)
Number of Child Labor Violations Found	28 (6)	16 (4)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (6)	0 (4)
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (6)	No (4)
■ Routine Inspections Targeted	Unknown	No (4)
Unannounced Inspections Permitted	Yes (6)	Yes (4)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Unannounced Inspections Conducted	Unknown	Unknown (4)
Complaint Mechanism Exists	Yes (6)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (4)

The SILSS does not inspect for child labor violations unless it has received a specific complaint. Inadequate staffing levels contributed to the inability of the SILSS to conduct routine targeted inspections for child labor.(4) In addition, a lack of adequate funding, office space, transportation, and training compromises the quality of inspections and the ability of the SILSS to fulfill its mandate.(4, 6)

In 2015, all 16 child labor law violations uncovered by the SILSS involved the business's failure to register child workers with the tax office. In practice, the SILSS gives the business the opportunity to become compliant with the law before assessing the penalty.(4) Since the violations were discovered, 11 of the businesses have registered child workers with the tax office, and the remaining 5 businesses are taking steps to do so.(4)

Although there is no evidence of formal referral mechanisms, a source reported that child laborers discovered during the course of investigations are referred to social services. However, no children were referred to social services by the SILSS during 2015.(4)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Albania took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (6)	Yes (4)
Number of Investigations	Unknown	32 (4)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	4 (6)	8 (4)
Number of Convictions	2 (6)	5 (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (6)	Yes (4)

In 2015, 16 law enforcement officers were dedicated to crimes involving minors, including 3 police officers at the General Directorate of State Police and 13 officers in the 12 Regional Directorates.(4, 41) The number of police officers dedicated to child protection was inadequate to address the scope of the problem.(6) However, all 110 police officers across the country address cases involving minors as part of their regular duties.(4, 41)

During the reporting period, police investigated 6 cases of child exploitation for the purposes of begging, involving 14 children. All children discovered during the course of the investigation were referred to CPUs and State Social Services.(4)

Given the scope of the problem, the number of investigations and prosecutions of child trafficking are inadequate. Some NGOs also report that laws prohibiting the production and possession of child pornography are rarely enforced.(5)

In 2015, prosecutors, judges, and police officers attended trainings on legal standards for working with children in the justice system, protocol for investigating and prosecuting criminal offenses involving children, and standards for the protection of victims and witnesses in cases of child sexual abuse.(4, 41)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
State Agency for the Protection of Children's Rights	Oversee implementation of the Government's child rights protection policies.(4) Develop methodological guidelines for child protection and provide technical assistance and training to CRUs and CPUs. Sanction individuals or institutions that fail to protect children from violence and exploitation through inaction or misconduct.(45)
National Referral Mechanism	Coordinate the identification, protection, referral, and rehabilitation of trafficking victims between Government and civil society organizations. Chaired by the Office of the National Coordinator for the Fight Against Trafficking in Human Beings (ONAC).(23)
Office of the National Coordinator for the Fight Against Trafficking in Human Beings (ONAC)	Coordinate all antihuman trafficking efforts in Albania. Serve as chair of the State Committee Against Trafficking in Persons, a deputy minister-level working group that establishes the Government's policy on combating human trafficking. Oversee 12 regional anti-human trafficking committees that carry out local action plans in cooperation with civil society partners.(43) ONAC continued to receive funding in 2015, after receiving its own budget for the first time in 2014.(37)

In October 2015, the Ministry of Interior, the State Police, and the SILSS signed a memorandum of cooperation on identification of cases of labor exploitation and labor trafficking.(41)

In December 2015, the Office of the National Coordinator, the Office of the General Prosecutor, and the General Directorate of State Police signed a memorandum of understanding enabling interagency cooperation in the analysis of child trafficking cases and the identification of legal gaps in current anti-trafficking legislation.(4)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Albania has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Action Plan for Children (2012–2015)	Promotes development of comprehensive interagency child protection policies and encourages capacity building of institutions designed to monitor and protect children's rights. Includes a strategic objective on protecting children from the worst forms of child labor through strengthening prevention measures and increasing the SILSS's role in preventing child labor.(14)
Instruction No. 10 on Cooperation and Intervention Procedures for Assisting Vulnerable Children for Institutions and Structures in Charge of Child Protection†	Outlines the child protection responsibilities of the State Police, Ministry of Education, Regional Directorates of Social Service, Regional Departments of Education, schools, municipal governments, CRUs, and CPUs.(45) Requires all agencies to refer known and suspected cases of child abuse and exploitation to CPUs. Outlines principles for case management and evaluation.(45)
Action Plan for the Identification and Protection of Children in Street Situations (2015–2017)†	Aims to protect children from exploitation, abuse, and neglect using a coordinated approach involving all stakeholders.(41) Defines the roles and responsibilities in identifying and providing assistance to street children, including children working on the street, of the Ministry of Social Welfare and Youth, Ministry of Interior, Ministry of Education, Ministry of Health, relevant NGOs, and international organizations.(4)
White Paper on the Future of the Integrated Child Protection System in Albania†	Clarifies the roles and responsibilities of all government agencies involved in child protection and makes policy recommendations on ensuring government accountability in the sphere of child protection, providing effective child protection and response mechanisms, and creating a child-friendly justice system.(4)
Albanian Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016	Outlines a plan to eliminate the worst forms of child labor in Albania by 2016 with a focus on adequate legislation; effective law enforcement; accessible, quality education; accessible social protection for vulnerable families; promotion of youth employment; and formalization of the informal economy.(49)
Strategy for Combating Trafficking in Persons and Action Plan (2014–2017)	Outlines plan to improve law enforcement, build the capacity of social services programs that provide services to victims, and improve interagency coordination. Includes the goals of increasing successful prosecutions for child trafficking and increasing the sensitivity of the investigation and prosecution processes to fit the needs of child victims.(50) Facilitates the provision of services to vulnerable children and families, as well as training of professionals who work with street children.(37, 41)
National Action Plan for the Decade of Roma Inclusion, (2005–2015)	Objectives include monitoring cases of child labor exploitation in the Roma community, establishing shelters and day schools for street children, and improving birth registration and access to education for Roma children.(51)

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Albania funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
UN Support to Social Inclusion (2012–2016)	UN program that works with several government ministries to improve implementation of social inclusion by developing informed policies and strengthening institutions.(52)
National Anti-Trafficking Month*†	Month-long ONAC-funded awareness-raising program. Includes direct outreach to schools and communities, as well as various forms of public service announcements.(4) In 2015, this program was created as an expansion on the previously existing National Anti-Trafficking Week.(4)
Trafficking in Persons Helpline and Report and Save Mobile App	ONAC projects, supported by USAID, UNODC, World Vision, and the Vodafone Albania Foundation, to provide services for victims of crime and improve prevention of trafficking in persons. Includes a national hotline for trafficking in persons victims and the mobile application “Report and Save,” which serves as a public awareness-raising tool and allows citizens to report suspected human trafficking cases and access information on victim assistance.(23)
Albania-UN Program of Cooperation (2012–2016)	UN program focuses on four thematic areas within the Government and civil society: governance and rule of law, economy and environment, regional and local development, and inclusive social policy.(53) Includes goals such as increased access to education for vulnerable children and increased protections for victims of child trafficking.(54)
National Emergency Transition Center†	Government-run center established to provide vulnerable families with temporary housing, health, psychosocial and educational services, legal assistance, vocational education programs, and employment placement assistance. Currently houses 53 Roma families, including 112 children.(6) Beneficiaries include children at risk of street begging. To receive benefits, families must keep their children enrolled in school.(2) Currently 53 families, including 80 children from the Roma community, are living in the shelter.(41)
National Reception Center for Victims of Trafficking†	Government-funded, high-security national shelter under the supervision of the Directorate General of State Social Service. Provides shelter and access to social services for human trafficking victims identified in Albania.(55)
Child Allowance Program (<i>Ndihma Ekonomike</i>)†	\$46 million government-funded cash transfer program that provides a child allowance for families already benefiting from economic aid through Albania’s Law on Social Assistance and Services. Child allowance payments to eligible families are deemed too low to significantly reduce the number of children living in poverty, and therefore are unlikely to have an impact on reducing child labor.(6)
Decent Work Country Program (2012–2015)	ILO technical assistance project detailing the policies, strategies, and results required to realize progress toward the goal of decent work for all. Outcomes include strengthening the effectiveness and quality of labor inspection systems, enhancing the capacity of policymakers to address informal and vulnerable employment of young people, and ensuring that labor laws better adhere to international labor standards, including those on the worst forms of child labor.(56)
World Day Against Child Labor*†	Awareness-raising campaign coordinated by the State Agency for the Protection of the Rights of the Child in cooperation with the OSCE, USAID, and NGO partners. Awareness-raising materials, including leaflets and T-shirts, were distributed to 100 schools, and success stories of children who have been removed from the street and provided social services were featured on television and social media.(41)

* Program was launched during the reporting period.

† Program is funded by the Government of Albania.

Civil society organizations, rather than government organizations, generally provide social services for children engaged in the worst forms of child labor. However, these civil society organizations often lack well-trained staff and coordination with other protection services, especially at the local level.(2, 48, 57, 58) The National Reception Center for Victims of Trafficking lacked proper resources for victim reintegration services such as education, psychological support, and vocational training. Additionally, the Government did not provide sufficient financial assistance to the NGO-run shelters in Albania.(23)

Although Albania has implemented programs to assist street children and victims of child trafficking, research found no evidence that it has carried out programs to assist children in agriculture, construction, and mining, or children used in illicit activities.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Albania (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the Decree of the Council of Ministers on the Protection of Minors at Work reflects the 2015 amendment to the Labor Code, which increased the minimum age for light work to 15.	2015
	Ensure that the use, procuring, and offering of all children under 18 for illicit activities, including the production and trafficking of drugs is criminally prohibited.	2015
Enforcement	Make the number of labor inspections conducted at worksites and by desk review publicly available.	2015
	Provide CRUs and CPUs with adequate staffing and funding to carry out their work effectively.	2013 – 2015
	Strengthen the labor inspectorate by initiating routine inspections and inspections targeted based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015
	Provide inspectors with adequate training and the resources needed to carry out their tasks effectively.	2010 – 2015
	Ensure there are an adequate number, nationwide, of police investigators for child rights and that an adequate number of investigations are carried out.	2013 – 2015
	Fully enforce the provisions of the Criminal Code that prohibit the production and possession of child pornography.	2014 – 2015
Social Programs	Conduct additional research to further identify children's activities in agriculture and construction to inform policies and programs.	2013 – 2015
	Increase resources, access to civil registration, and the number of social services available to children, including Roma and Egyptian children engaged in or at risk of engaging in child labor.	2011 – 2015
	Ensure that financial barriers to education, such as the prohibitive cost of school supplies and classroom resources, are removed.	2013 – 2015
	Increase payments to families who are eligible for assistance under the Social Assistance and Services Law.	2011 – 2015
	Ensure that the Government makes sufficient services and resources available to victims of human trafficking.	2015
	Institute programs to assist children being used in illicit activities.	2014 – 2015

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Algeria

SIGNIFICANT ADVANCEMENT

In 2015, Algeria made a significant advancement in efforts to eliminate the worst forms of child labor. The Government released data on child labor; increased fines for those guilty of violating child labor laws; identified 97 children during labor inspections in the services industry and agriculture sector; and established a Children's Council to protect and prevent children from exploitation and violence, including child labor. Also, the Government's Inter-Ministerial Coordinating Committee on Trafficking drafted the National Action Plan to Combat Trafficking in Persons. However, children in Algeria are engaged in child labor, including in street work. Children are also engaged in the worst forms of child labor, including by being subjected to commercial sexual exploitation. Algerian law does not sufficiently prohibit the use of children in illicit activities. In addition, law enforcement personnel did not receive adequate training to build their capacity to effectively investigate trafficking cases or identify human trafficking victims.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Algeria are engaged in child labor, including in street work. Children are also engaged in the worst forms of child labor, including commercial sexual exploitation.(1-5) National statistics released by the Ministry of Labor, Employment, and Social Security (MOLESS) found that out of 15,093 organizations that employed 98,327 workers, 97 children under age 16 (0.09 percent) were recorded as being employed, compared to 0.04 percent in 2014.(6) Table 1 provides key indicators on children's work and education in Algeria. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		108.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(7)
Data were unavailable from Understanding Children's Work Project's analysis, 2015.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including harvesting olives* (1-3, 5, 9, 10)
Industry	Construction, activities unknown (2, 5, 6, 9, 11)
Services	Street work, including vending items including bread during Ramadan,* collecting plastics,* and begging (1, 2, 4, 6, 9, 12-15)
	Domestic work (1, 3, 5, 6)
	Working in small workshops and businesses, including mechanics shops* (2, 5, 10, 16)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (5, 6, 9, 15, 17)
	Forced begging, sometimes as a result of human trafficking* (15)
	Drawing water from wells, sometimes as a result of human trafficking* (15)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Evidence suggests that children, primarily unaccompanied sub-Saharan migrants, are subjected to commercial sexual exploitation, including by being trafficked into prostitution in bars and informal brothels.(6, 17, 18) Many unaccompanied migrant girls are engaged in forced domestic work, and traffickers loan some of these girls to Algerian families for extended periods of time. Some unaccompanied migrant boys are engaged in work in the construction industry.(6) Touareg and Maure human traffickers based in northern Mali and southern Algeria force some sub-Saharan refugee and asylum-seeking children to draw water from wells; those children are often beaten and robbed of their possessions, including their identification documents.(15)

During the reporting period, female migrants from Niger often carried children with them when they begged in Algeria, in order to attract greater sympathy. These women did not always carry their own the children, since they sometimes used the children of extended family members or rented children from other women; the biological mothers of those children remained in Niger.(15) Additionally, IOM found that some of the children repatriated to Niger by the Algerian Red Crescent had been forced to beg.(15) Syrian children can be observed begging in the streets in some parts of Algiers, the Algerian capital.(6)




In 2015, MOLESS reported that most children work part time, engaging in activities such as harvesting olives in the winter, selling bread during Ramadan, and providing assistance to small businesses.(10) Research could not find a current and comprehensive study on the activities and scope of the child labor situation in Algeria.(1, 6, 19)

Although the Government mandates compulsory education through age 16 and provides free educational opportunities, a high rate of dropout among girls occurs at the intermediate and secondary school levels.(20) Most children with disabilities do not have the opportunity to access mainstream education, partly because of social stigma, the relatively low number of teachers with specialized training in providing educational support to these children, the lack of a transportation system for children with disabilities, and limited accessibility of school buildings.(1) Children without birth registration documentation also cannot access school. Some school registration officers and family judges refuse to register children who are born out of wedlock, are refugees, or are stateless.(1) Barriers to education—including those placed on girls, children with disabilities, and unregistered children—should be eliminated, because being out of school increases these children’s vulnerability to child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Algeria has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 15 of the Labor Code (21)
Minimum Age for Hazardous Work	Yes	18	Article 15 of the Labor Code (21)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 303 <i>bis</i> 4 of the Penal Code (22)
Prohibition of Child Trafficking	Yes		Articles 303 <i>bis</i> 4 and 319 of the Penal Code (22)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 319, 333, 343, and 344 of the Penal Code (22)
Prohibition of Using Children in Illicit Activities	No		Article 195 <i>bis</i> of the Penal Code (22)
Minimum Age for Compulsory Military Recruitment	Yes	19	Article 3 of Law No. 14-06 on National Service (23)
Minimum Age for Voluntary Military Service	Yes	17	Article 14 of Presidential Decree No. 08-134 on National People's Army (24, 25)
Compulsory Education Age	Yes	16	Article 12 of Law No. 08-04 on National Education (26)
Free Public Education	Yes		Article 13 of Law No. 08-04 on National Education (26)

In 2015, MOLESS, in consultation with the ILO and local social partners, continued to overhaul the Labor Code. For example, the Government began drafting a list to detail hazardous work that would be prohibited for children; it is expected to be finished by the end of 2016.(10) The Labor Code prohibits minor workers from being employed in work harmful to their health, safety, or morals; however, Algeria has not determined by national law or regulation the types of hazardous work prohibited for children under 18.(6, 21, 27)

In 2015, the Government amended its Complementary Finance Law to include new fines for those guilty of violating child labor laws. Article 140, as amended, stipulates that, except in cases of apprenticeship contracts that are formed pursuant to existing law, the Government can impose a fine of between \$100 to \$200 upon employers found to have recruited minors as apprentices in violation of the law.(28)

A 2015 amendment to Article 65 *bis* 19 and 20 of the Criminal Procedural Code mandates that the Government ensure the physical safety of human trafficking victims and their family members who participate in criminal judicial procedures against their traffickers when those victims request such accommodations, by concealing the victims' identities; by using a special security point of contact and phone number; and by moving the victims or witnesses—along with their families—to a secure community.(29)

The laws related to illicit activities are not sufficient as the use, procurement, and offering of children for the production and trafficking of drugs are not criminally prohibited.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security (MOLESS) General Labor Inspectorate	Investigate labor violations, including those involving child labor. Authorized to distribute written notices and issue tickets.(2, 16, 30) Demand that safety and health problems be addressed if workers' health and safety are at risk.(30)
Ministry of the Interior General Directorate for National Security	Enforce criminal laws pertaining to child labor violations, including child trafficking, within cities. In 2015, comprised six active brigades of specialized police officers—in Adrar, Bechar, Illizi, Souk Ahras, Tamanrasset, and Tlemcen—focused on illegal immigration and human trafficking.(15)
Ministry of National Defense National Gendarmerie	Enforce criminal laws pertaining to child labor violations, including child trafficking, in rural and border regions.(15)
Ministry of Justice Office of Criminal Affairs and Amnesty Procedures	Prosecute child exploitation cases, including those pertaining to noncompliance with labor laws.(31)

Labor Law Enforcement

In 2015, law enforcement agencies in Algeria took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (32)	Unknown (6)
Number of Labor Inspectors	600 (16)	Unknown* (10)
Number of Child Labor Dedicated Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Unknown (32)	Unknown (6)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (10)
■ Training on New Laws Related to Child Labor	Unknown	Unknown (6)
■ Refresher Courses Provided	Yes (32)	Yes (10)
Number of Labor Inspections	Unknown (32)	Unknown (6)
■ Number Conducted at Worksites	Unknown (32)	Unknown (6)
■ Number Conducted by Desk Reviews	Unknown (32)	Unknown (6)
Number of Child Labor Violations Found	0 (32)	97 (10)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (32)	Unknown (6)
■ Number of Penalties Imposed That Were Collected	0 (32)	Unknown (6)
Routine Inspections Conducted	Unknown (32)	Unknown (6)
■ Routine Inspections Targeted	Unknown (32)	Unknown (6)
Unannounced Inspections Permitted	Unknown (32)	Unknown (6)
Unannounced Inspections Conducted	Unknown (32)	Unknown (6)
Complaint Mechanism Exists	Yes (12)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (12)

*The Government does not make this information publicly available.

In 2015, labor inspectors identified and removed 97 children from work during labor inspections in service industries and the agriculture sector, primarily in seasonal agricultural work. The Government enrolled children between ages 14 and 16 who were removed from worksites in vocational programs; it also returned children under age 13 to their parents.⁽¹⁰⁾

Based on information from 2014, the last year for which information is available, the MOLESS General Labor Inspectorate tends to employ more inspectors in urban than in rural areas, although past reports had indicated higher levels of child labor in rural areas.⁽¹⁶⁾ MOLESS reported in 2015 that it based the number of inspectors in each branch office on the size and economic significance of a province. In 2015, the ILO and Algeria's National Labor Institute, a government body that administers training for all labor inspectors, trained all labor inspectors in basic child labor investigations.⁽¹⁰⁾

Labor inspectors share child labor reports with the Ministry of Solidarity to ensure follow-up with social services.⁽¹²⁾ The National *Gendarmerie* and the Police both operate hotlines to receive reports on child exploitation or child rights violations, including complaints regarding child labor; however, research did not find out how many complaints related to child labor were received during the reporting period.⁽¹²⁾ The NGO Algerian Network for the Defense of Children's Rights also administers a hotline.⁽³⁰⁻³³⁾ Of the 18,322 phone calls received by the hotline between July 2014 and May 2015, the majority pertained to children, including reports of begging. A total of 750 calls pertained to children subjected to commercial sexual exploitation, including by gangs.⁽³⁴⁾

Algeria

SIGNIFICANT ADVANCEMENT

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Algeria took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (32)	Unknown (6)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (32)	Unknown (6)
■ Refresher Courses Provided	Yes (32)	Yes (15)
Number of Investigations	Unknown (32, 35)	0 (15)
Number of Violations Found	Unknown (32)	0 (15)
Number of Prosecutions Initiated	Unknown (32, 35)	0 (15)
Number of Convictions	Unknown (32, 35)	0 (15)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (31)	Yes (15)

In 2015, the Government reported that instead of criminally prosecuting perpetrators of child labor violations, it often restricted the ability of these individuals or entities to receive government subsidies, or it precluded them from submitting bids for MOLESS contracts for a minimum of 2 years.(10)

During the reporting period, 25 officers from the General Directorate for National Security and National *Gendarmerie* completed training—provided by UNODC, with support from USDOS—on investigating and prosecuting individuals who smuggle migrants, as well as on how to distinguish smuggling from crimes of trafficking in persons.(15) The Government acknowledged the need for additional training to build the capacity of law enforcement personnel to prevent trafficking of persons and identify human trafficking victims.(15) The Government has a practice in place for law enforcement personnel to refer potential victims of human trafficking to the prosecutor, who then notifies social services as needed.(15) Research did not find further information.

Although the Penal Code states that the Government will cover the cost of services for trafficking victims, which include a per diem, phone calls, medical care and HIV testing, and legal and interpretation services, the law does not stipulate which agency within the Government is responsible for providing these services. NGOs, not the Government, finance and provide the aforementioned services to victims, as well as temporary shelter and counseling services.(15) In 2015, the Government began discussions with an international organization, seeking assistance in improving its provision of such services. Research was not able to determine whether child trafficking victims were able to access specific services or shelters during the reporting period.(15)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor	Prevent and eliminate child labor by coordinating between government ministries and all other agencies that oversee labor activities.(2, 32) Led by MOLESS, with members from the National Labor Union and NGOs, as well as the Ministries of Agriculture; Rural Development; Health; Interior; Justice; Youth and Sports; National Solidarity; Communication and Culture; and National Education, Training, and Professional Teaching.(32, 36)
Inter-Ministerial Coordinating Committee on Trafficking	Manage government efforts to address human trafficking. Led by the Ministry of Foreign Affairs Director of Security and Disarmament Affairs.(15) Includes representatives from MOLESS and from the Ministries of Interior; Health, National Solidarity; Communication and Culture; Defense; Justice; and Religious Affairs. Also includes representatives of the Algerian Red Crescent and the Government's National Advisory Commission on the Protection and Promotion of Human Rights.(15) Met six times in 2015, which resulted in a four-page national action plan that identifies next steps for the Government to take to combat human trafficking.(15)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
National Entity for the Protection and Promotion of Children*	Protect and prevent children from exploitation and violence, including child labor. Instituted on June 12, 2015, during the Minister of Labor's press conference for World Day Against Child Labor and the publication in the official gazette regarding its establishment; has undertaken no additional public activities since then.(6, 37)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

Past reports indicate that the Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor has strengthened the labor inspection service and has organized hundreds of open-door seminars and education programs on child labor; however, research found no evidence that such activities were undertaken during 2015.(6, 38)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Algeria has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat Trafficking in Persons	Drafted in 2015, aims to prevent and reduce human trafficking by raising awareness of the issue, strengthening legislation, prosecuting trafficking crimes, improving the provision of protective services to victims, and increasing collaboration with national and international NGOs.(15)
National Action Plan for Children (2008–2015)	Promoted universal access to education and child protection, including a section on child labor.(1, 27)

The Government did not meet its timetable for reporting on implementing the National Action Plan for Children. Research found that a lack of funding and technical capacity has hindered the policy's implementation.(1, 35) Additionally, research could not determine whether a new National Action Plan for Children was drafted or approved during the reporting period to replace the one that ended in 2015.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Algeria (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits the use of children in all illicit activities, including the use, procurement, and offering of children for the production and trafficking of drugs.	2013 – 2015
	Determine the types of hazardous work prohibited for children under 18, in consultation with employers' and workers' organizations.	2009 – 2015
Enforcement	Make information publicly available regarding the enforcement of child labor laws, including the General Labor Inspectorate's budget, the number of labor inspectors, the number of labor inspections, and whether unannounced inspections are permitted, and the training system for criminal investigators.	2009 – 2015
	Ensure that child labor laws are enforced effectively in all geographic areas.	2009 – 2015
	Initiate criminal prosecutions against employers suspected of criminally violating child labor laws.	2015
	Provide further training to labor inspectors and criminal law enforcement personnel to build enforcement capacity to address child labor violations.	2015
Coordination	Ensure that the Intersectoral Commission Relative to the Prevention of and Fight Against Child Labor remains active to guarantee proper coordination.	2011 – 2015

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Report on the progress that the National Action Plan for Children's progress has made through the end of 2015, when it ended.	2011 – 2015
	Adopt a policy that includes all relevant worst forms of child labor, such as construction, street work, and commercial sexual exploitation.	2015
Social Programs	Conduct comprehensive research on children's activities to determine whether children are engaged, or are at risk of being involved, in child labor; if so, specify which activities these children are performing and how many children are doing so in order to publicly inform policies.	2014 – 2015
	Take measures to ensure children's safety in schools and remove barriers to access to education for children, particularly for girls, children with disabilities, and unregistered children.	2015
	Institute programs that include the goal of eliminating or preventing child labor, including its worst forms, particularly for children who are being subjected to commercial sexual exploitation; or working in construction, street work, and domestic work.	2009 – 2015

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Angola

MODERATE ADVANCEMENT

In 2015, Angola made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched a national program to raise awareness of child labor and there was an increase in the number of labor inspections conducted. However, children in Angola are engaged in child labor, including in agriculture and mining. There are gaps in the legal framework to protect children from sexual and labor exploitation. Law enforcement agencies lack the necessary human and financial resources to adequately enforce laws against child labor. In addition, social programs do not target all sectors in which children work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Angola are engaged in child labor, including in agriculture and mining. (1-5) Table 1 provides key indicators on children's work and education in Angola.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	25.7 (694,458)
Attending School (%)	5-14 yrs.	65.4
Combining Work and School (%)	7-14 yrs.	22.1
Primary Completion Rate (%)		49.7

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2001.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including planting and picking tomatoes,* harvesting vegetables,* plowing,* and the production of rice* (1-5)
	Fishing,* activities unknown (4, 5)
	Cattle herding* (1, 5)
	Production of charcoal* (4, 5)
Industry	Artisanal diamond mining (1, 8)
	Mining coal* (2)
	Construction, including making and transporting bricks* (2-5, 9, 10)
Services	Street work, including vending, car washing, begging,* and shoe shining* (1, 2, 4, 5)
	Transporting loads (1, 2, 4)
	Domestic work* (4, 5)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (3, 4, 11, 12)
	Forced labor, including in agriculture,* construction,* and domestic work,* each sometimes as a result of human trafficking (3, 13-16)
	Forced labor in artisanal diamond mining* (3)
	Use in illicit activities, including the sale and transport of drugs,* and moving illicit goods across the border of Angola and Namibia (3, 4, 13)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)-(c) of ILO C. 182.




Evidence indicates that girls as young as age 13 are subjected to commercial sexual exploitation.(3) Research suggests that undocumented Congolese migrant children enter Angola for work in diamond-mining districts and experience conditions of forced labor or commercial sexual exploitation in mining camps.(1, 3)

The Government permitted children to attend school without birth registration, but only up to the fourth grade.(4) The level of birth registration is low due to high costs, great distances to service centers, and parents who lack documentation. Additionally, many families, especially those in rural areas, face difficulty in paying informal school fees.(4, 17, 18) A family's inability to obtain birth registration and afford school fees may hinder children from attending school and make them more vulnerable to child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Angola has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 254 of the Labor Law (19)
Minimum Age for Hazardous Work	Yes	18	Article 256 of the Labor Law (19)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 256 of the Labor Law; Joint Executive Decree No. 171/10 (19, 20)
Prohibition of Forced Labor	Yes		Articles 18, 19, and 23 of the Money Laundering Law (21)
Prohibition of Child Trafficking	Yes		Articles 19 and 23 of the Money Laundering Law (21)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 19, 22, and 23 of the Money Laundering Law (21)
Prohibition of Using Children in Illicit Activities	Yes		Articles 4 and 7 of the Drug Trafficking Law (22)
Minimum Age for Compulsory Military Recruitment	Yes	20	Article 2 of the Military Service Law (23)
Minimum Age for Voluntary Military Service	Yes	18	Article 11 of the Military Service Law (23)
Compulsory Education Age	Yes	12‡	Articles 8 and 17 of the Basic Law of the Education System (24, 25)
Free Public Education	Yes		Article 7 of the Basic Law of the Education System (24)

‡ Age calculated based on available information (24, 25)

The hazardous work list, established by Joint Executive Decree No. 171/10, prohibits 57 activities for minors, including fireworks production, stone mining, animal slaughter, leather production, paper making, and pornography; however, the types of hazardous work prohibited for children do not include diamond mining, an area of work where there is evidence of work conducted underground, underwater, at dangerous heights, or in confined spaces.(20)

Angola

MODERATE ADVANCEMENT

Laws related to commercial sexual exploitation are not sufficient, as the use, procurement, offering, and financial benefit of a child for the production of pornography and pornographic performances are not criminally prohibited. Furthermore, the law does not criminally prohibit the distribution and possession of pornography.(21)

The law establishes that primary education is compulsory and free for 6 years.(24) The Government reported to the UNESCO Institute of Statistics that children begin primary education at age 6, making education compulsory until age 12.(25) Ending compulsory education at age 12 leaves children ages 12 through 14 vulnerable to child labor because they are not required to attend school, but they also are not legally permitted to work. In addition, this age conflicts with the National Development Plan (2013–2017), which sets the compulsory education age at 14.(10)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
The Ministry of Public Administration, Labor, and Social Security (MAPTSS)	Enforce laws against child labor. Inspectors can fine an employer or send the case to the Ministry of Justice and Human Rights for prosecution.(26) Employ labor inspectors in all 18 provinces to carry out inspections and joint operations with social service providers.(26)
National Children's Institute (INAC)	Receive complaints about cases of child abuse, including child labor, through its research and investigation branch. INAC's inspection teams conduct regular oversight missions in collaboration with various ministries, the ILO, and civil society.(26, 27)
Ministry of the Interior and its agencies, including the National Police, Border Police, and Immigration Services	Enforce criminal laws and conduct operations and investigations related to the worst forms of child labor.(1, 10, 27)
The Attorney General's Office and Court for Minors	Prosecute child labor cases, including the worst forms of child labor.(26) The Court for Minors handles protective proceedings where a child has been the victim of abuse, exploitation, or neglect.(28)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Angola took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (5)
Number of Labor Inspectors	157 (5)	187 (5)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (5)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (5)	Yes (5)
■ Training on New Laws Related to Child Labor	No (5)	Unknown (29)
■ Refresher Courses Provided	Yes (5)	Yes (5)
Number of Labor Inspections	6,693 (5)	7,147 (5)
■ Number Conducted at Worksite	Unknown	Unknown (5)
■ Number Conducted by Desk Reviews	Unknown	Unknown (5)
Number of Child Labor Violations Found	Unknown	Unknown (5)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown (5)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown (5)
Routine Inspections Conducted	Yes (5)	Yes (5)
■ Routine Inspections Targeted	Yes (5)	Yes (5)
Unannounced Inspections Permitted	Yes (5)	Yes (5)
Unannounced Inspections Conducted	Yes (5)	Yes (5)
Complaint Mechanism Exists	Yes (5)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (27)	Yes (5)

According to the ILO's recommendation of one inspector for every 40,000 workers in less developed countries, Angola should employ approximately 262 inspectors in order to adequately enforce labor laws throughout the country.(5, 30-32) Research also found that resources for conducting inspections may be insufficient.(5)

Ministry of Public Administration, Labor, and Social Security (MAPTSS) inspectors work with the National Children's Institute (INAC) and the Ministry of Assistance and Social Reintegration (MINARS) to ensure that child labor victims receive the appropriate social services.(27)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Angola took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (5)	Yes (5)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (10)	N/A
■ Refresher Courses Provided	Yes (5)	Yes (5, 16)
Number of Investigations	Unknown	1,330 (5)
Number of Violations Found	Unknown	44 (16)
Number of Prosecutions Initiated	Unknown	2 (16)
Number of Convictions	Unknown	Unknown (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (13, 27)	Yes (5)

During the reporting period, seven criminal investigators in Luanda pursued cases of the worst forms of child labor.(5) Research did not identify whether criminal investigators are employed in other parts of Angola.

The Government identified 44 victims of the worst forms of child labor. Forty minors were identified as victims of forced labor, three boys were identified as human trafficking victims for labor or sexual exploitation, and one girl was identified as a victim of human trafficking for sexual exploitation.(16) The Ministry of Justice and Human Rights collaborated with the National Police to map human trafficking cases to better understand the nature of human trafficking in Angola.(16)

In November, a 14-year-old girl was rescued by police from a house in Luanda province, after she had been trafficked for commercial sexual exploitation. The police and the Office of the Attorney General are investigating the case and have reunited the minor with her family.(12)

In July 2015, police stopped a truck filled with 19 children under age 15 in Huila province. The children were allegedly being transported to Namibe province in Southern Angola for forced labor in agriculture.(14) A prosecution against the bus driver began in November, and the investigation is ongoing to determine whether the case is part of an organized crime scheme for forced child labor.(16) In November, a Congolese national was prosecuted for trafficking three Congolese children ages 6, 8, and 10 to Luanda for domestic service.(16)

The National Police and Immigration Services refer victims of the worst forms of child labor to INAC and MINARS to receive social services; victims of child trafficking are referred to INAC's Child Protection Network and government Safe Houses.(13, 16, 27)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Child Labor Commission	Mandate provincial governments to analyze child labor at the provincial level. Coordinated by the National Council for Children.(33)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Commission to Combat Trafficking in Persons	Coordinate enforcement efforts on human trafficking, including child trafficking for labor and commercial sexual exploitation. Comprises representatives from the Ministry of Justice and Human Rights, Ministry of Assistance and Social Reintegration (MINARS), MAPTSS, and Ministry of the Interior. (10) Since its establishment in November 2014, the commission has met four times at the ministerial level, while working-level sub-groups meet more regularly. The group is focused on creating a comprehensive national strategy to fight human trafficking.(34) In 2015, created a bilateral working group with the Mozambican National Reference Group for the Protection of Children and Combating Trafficking in Persons to discuss regional concerns and share best practices to combat human trafficking.(16)
National Council for Children	Coordinate the Government's efforts on children's issues, including the worst forms of child labor. Led by MINARS, comprises 17 ministries and related organizations, including the Ministries of Justice and Human Rights, the Interior, Education, Culture, and MAPTSS, as well as UNICEF, religious institutions, and civil society organizations.(1)
MINARS	Ensure coordination between various government agencies related to social welfare and victim protection.(1) A network of institutions and shelters protect children from abusive, exploitative, and dangerous situations.(35)
INAC	Coordinate child protection services. Work with MINARS to provide shelter and help reintegrate children found in child labor situations with their families.(26)

In 2015, ad hoc commissions to combat human trafficking were created in five provinces that had possible human trafficking activity. While it is unclear whether these commissions are permanent coordinating bodies, they have made progress in standardizing victim support services, raising awareness of human trafficking in communities, and alerting law enforcement authorities of suspected human trafficking cases.(16)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Angola has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy to Prevent and Combat Violence Against Children	Guides the Government's efforts to address violence against children, including physical and psychological violence, child labor, child trafficking, and sexual abuse. Developed by INAC under the Eleven Commitments for Angolan Children policy.(11)
Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children	Aims to protect and defend the rights of child victims of sexual and economic exploitation, including rehabilitation.(36)
The Eleven Commitments for Angolan Children	Outlines the Government's main policies for protecting children's rights; goals include protecting children from exploitation and providing education to every child.(11, 37, 38)
National Development Plan (2013–2017)	Guarantees the protection of children's rights by combating child labor, preventing and combating violence against children, establishing mechanisms and bodies to defend and protect children's rights, and expanding the educational system. Guarantees 9 years of compulsory, free education until age 14.(39)
Birth Registration and Justice for Children*	Makes birth registration free for all Angolan citizens until 2016. Allows parents to get identity cards for free so that they can register their children.(17) Aims to expand birth registration coverage of all children from 56 to 80 percent by the end of 2017.(17)
Poverty Reduction Strategy (2005–2015)	Serves as the main policy document that guides the Government's anti-poverty actions. Supports the Millennium Development Goals and includes as its objectives poverty reduction, democratic governance, crisis prevention and recovery, environmental protection, and sustainable development.(40)
National Action Plan for Education (2001–2015)*	Aims to achieve universal primary education by 2015.(11) A National Development Plan for Education (2015–2025) is being developed.(41)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Research did not find whether the Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children is being implemented.(36)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Angola funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
<i>Cata Vento</i> *†	MINARS-led campaign that aims to engage relevant government authorities, social partners, and civil society members in combating child labor, including its worst forms.(42)
Mobile Schools†	Ministry of Education program that provides education in mobile schools to migrant children who work with their parents in cattle herding. The program specifically targets children at the highest risk of involvement in child labor in southern Angola.(1) Some mobile schools also have kitchens, which facilitate the Government's school meal program.(1, 43)
Microcredit Project†	MAPTSS program that provides cash assistance to parents so that their children do not need to work.(1)
National Institutes of Job and Professional Training†	Government-funded program of 555 centers that provides free, professional training for youth so that they have skills to enter the formal labor market.(1, 44)
Free Meals for Children†	Government program that offers free meals for school children.(1, 26) One program in Benguela province, supported by the U.S. Department of Agriculture, NGOs, and the Government of Angola, is reported to have fed more than 220,000 school children. The Ministry of Education reports similar programs in Lunda Norte and Lunda Sul provinces.(26)
Child Protection Network†	INAC program in all 18 provinces that oversees a national network of child support centers that offer health care, psychological care, legal and social assistance, meals, basic education, and family reunification for crime victims, including human trafficking victims between the ages of 9 and 16.(3, 13, 36) Child victims over age 16 are referred to Safe Houses.(36)
Safe House†	MINARS, the Ministry of Family and Women's Affairs, and the Organization of Angolan Women operate 52 shelters that assist trafficking victims.(3, 16, 35)
UNICEF Country Program	UNICEF program, in coordination with the Government, designed to plan and implement education and child protection-focused interventions. Education interventions aim to increase access to quality early childhood, primary, first-cycle secondary, and second-chance education.(18) One of the child protection program components aims to increase birth registration to 80 percent in seven target provinces for children under age 5.(18) In addition, UNICEF is working with an NGO and INAC to set up a child protection hotline that will feed into the design of a national child hotline.(33)

* Program was launched during the reporting period.

† Program is funded by the Government of Angola.

The provincial government of Huila, in partnership with the University of Huila and with support from UNICEF, conducted a study on child labor in 2014. The provincial government is designing a plan of action based on the findings of that study.(33)

Although Angola has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Furthermore, research did not identify programs that target children engaged in certain worst forms of child labor, such as commercial sexual exploitation, illicit activities, and forced labor.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Angola (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits hazardous occupations or activities for children in all relevant sectors in Angola, including diamond mining.	2011 – 2015
	Ensure that the legal framework protects children from exploitation in child pornography and pornographic performances, and includes penalties for the distribution and possession of child pornography.	2014 – 2015
	Increase the compulsory education age to 14 to be consistent with the National Development Plan and the minimum age for work.	2009 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information publicly available regarding the labor inspectorate's funding, training on new laws related to child labor, number of labor inspections conducted at worksites and by desk review, number of violations found, and number of convictions.	2011 – 2015
	Strengthen the labor inspection system by increasing the number of labor inspectors in order to provide adequate coverage of the workforce, and by providing all inspectors with adequate training and the appropriate resources.	2009 – 2015
	Strengthen law enforcement by ensuring that criminal investigators are deployed nationwide.	2015
Government Policies	Expand birth registration and identification processes to promote school enrollment and provide social services to vulnerable children.	2010 – 2015
	Integrate child labor elimination and prevention strategies into existing policies.	2009 – 2015
	Revise and strengthen the Plan of Action and Intervention Against the Sexual and Commercial Exploitation of Children and ensure its effective implementation.	2014 – 2015
Social Programs	Develop social programs to ensure that all children have access to education and are not inhibited by informal fees or lack of birth certificates.	2013 – 2015
	Institute programs that target children engaged in commercial sexual exploitation, illicit activities, and forced labor, and expand existing programs to address the scope of the child labor problem.	2010 – 2015

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Argentina

SIGNIFICANT ADVANCEMENT

In 2015, Argentina made a significant advancement in efforts to eliminate the worst forms of child labor. The Government passed the Third National Plan for the Prevention and Eradication of Child Labor and the Regulation of Adolescent Work for 2016–2020. The Government also passed the Law on Early Education, which establishes compulsory education beginning at age 4. In addition, the Ministry of Justice and Human Rights created five Regional Offices for the Rescue and Care of Trafficking Victims in the Provinces of Chaco, La Pampa, La Rioja, Mendoza, and Santa Fe. The National Commission for the Eradication of Child Labor organized two national meetings which convened provincial and local government officials to discuss advances and challenges in addressing child labor issues. The National Registry of Agricultural Workers and Employers continued to run multiple programs to prevent and eliminate child labor, including a program to strengthen schools in rural areas where children whose parents work in agriculture may be at risk of child labor. However, children in Argentina are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking. Argentina has not determined the types of hazardous occupations that are prohibited for children under 18. In addition, the Government does not appear to publish key labor and criminal law enforcement data on child labor, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Argentina are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking.(1-11) In 2012, the Government of Argentina began incorporating a child labor module into the Permanent Survey of Households. Although the full results of the 2012 survey have not been made publicly available, the Government reports that child labor decreased from 2004 to 2012.(12-14) Table 1 provides key indicators on children's work and education in Argentina.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.2 (258,286)
Attending School (%)	5-14 yrs.	98.5
Combining Work and School (%)	7-14 yrs.	4.8
Primary Completion Rate (%)		100.9

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(15)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Módulo de Actividades de Niños, Niñas y Adolescentes, 2012.(16) Data on working children, school attendance, and children combining work and school are for urban areas only. According to UN data, 91.6 percent of the population of Argentina lives in urban areas (see <http://data.un.org/CountryProfile.aspx?crName=ARGENTINA>). Data reported in this table are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data.

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting bell peppers,* blueberries, carrots,* corn,* cotton, garlic, grapes, olives, onions,* potatoes,* strawberries, and tomatoes (8, 9, 17-33)
	Harvesting yerba mate (stimulant plant) (2, 4, 27, 34-36)
	Harvesting tobacco (1, 5, 26)
Industry	Production of garments (37, 38)
	Production of bricks (19, 39, 40)

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Industry	Manufacturing aluminum pots* (41)
	Construction,* activities unknown (19, 42)
Services	Street begging and performing, windshield-washing, automobile caretaking (9, 11, 13, 19, 43, 44)
	Refuse collection, recycling, and garbage scavenging (19, 32, 43-46)
	Domestic work (9, 43, 44, 47)
	Transporting goods* (23)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (10, 43, 48)
	Forced labor in the production of garments (49-51)
	Use in the production of pornography* (6)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182.




Although the extent of the problem is unknown, reports indicate that girls from Argentina's northern provinces are often victims of commercial sexual exploitation, sometimes as a result of human trafficking.(52)

Children of Bolivian immigrants in Argentina are engaged in child labor in agriculture and domestic service, and are engaged in forced child labor in the production of garments.(20, 31, 47, 51) Although the extent of the problem is unknown, reports indicate that there has been an increase in the trafficking of Bolivian children to Argentina for labor and commercial sexual exploitation.(53, 54) Reports also indicate that Paraguayan children are trafficked to Argentina for the purpose of commercial sexual exploitation.(48, 52, 55, 56)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Argentina has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Articles 2, 7, and 17 of the Prohibition of Child Labor and Protection of Adolescent Work Law; Article 9 of the Special Code on Contracting Domestic Workers; Article 1 of the Child Labor Law; Article 25 of the Child and Adolescent Rights Protection Law; Articles 54–55 of the Law on Agrarian Work (57-61)
Minimum Age for Hazardous Work	Yes	18	Article 10 of the Prohibition of Child Labor and Protection of Adolescent Work Law; Articles 176 and 191 of the Law on Labor Contracts; Article 62 of the Law on Agrarian Work (57, 61, 62)
Prohibition of Hazardous Occupations or Activities for Children	No		

Argentina

SIGNIFICANT ADVANCEMENT

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 15 of the Constitution; Articles 1 and 24–26 of the Modifications to the Prevention of and Sanction Against Trafficking in Persons and Assistance to Victims Law; Article 9 of the Child and Adolescent Rights Protection Law (59, 63, 64)
Prohibition of Child Trafficking	Yes		Articles 1 and 25–26 of the Modifications to the Prevention of and Sanction Against Trafficking in Persons and Assistance to Victims Law; Article 9 of the Child and Adolescent Rights Protection Law (59, 64)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 1 and 21–23 of the Modifications to the Prevention of and Sanction Against Trafficking in Persons and Assistance to Victims Law; Article 6 of the Crimes Against Sexual Integrity Law; Article 128 of the Penal Code (64–66)
Prohibition of Using Children in Illicit Activities	Yes		Article 11 of the Possession and Trafficking of Drugs Law (67)
Minimum Age for Compulsory Military Recruitment	Yes*	18	Article 19 of the Voluntary Military Service Law (68)
Minimum Age for Voluntary Military Service	Yes	18	Article 8 of the Voluntary Military Service Law (68)
Compulsory Education Age	Yes	18‡	Articles 16 and 29 of the National Education Law; Article 2 of the Law on Early Education (69–71)
Free Public Education	Yes		Articles 15–16 of the Child and Adolescent Rights Protection Law (59)

* No conscription in practice (72)

‡ Age calculated based on available information (69)

In 2015, the Government of Argentina promulgated the Law on Early Education. This law establishes compulsory education from the age of four years.(71) The Government also promulgated the Law on the Prevention of Trafficking in Persons. This law requires that a standard public announcement on the crime of trafficking in persons, including information on how to report it, be placed in airports, bus stations, and border crossings.(73, 74)

Argentina has not adopted into law or regulation the types of hazardous occupations prohibited for children under 18.(48, 75) Article 128 of the Penal Code prohibits the use of children in pornographic shows and the production, publication, and distribution of child pornography. In addition, Article 128 of the Penal Code prohibits the commercialization of child pornography; however, the Penal Code does not prohibit the possession of child pornography for personal consumption.(42, 66)

The National Education Law states that initial, primary, and secondary education are compulsory. Article 134 of this law states that the duration of primary and secondary education must be 12 years in total, and Article 26 of this law states that primary education begins at age 6; this makes the calculated age of compulsory education 18 years.(69)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security (MTESS)	Enforce child labor laws, in part through its Coordinating Body for the Prevention of Child Labor and the Regulation of Adolescent Work (COORDITIA), which trains inspectors in child labor and adolescent work issues. Oversee the Commission for the Eradication of Child Labor (CONAETI).(43, 76, 77) Oversee the National Registry of Agricultural Workers and Employers (RENATEA) which, through its own team of inspectors, assists in the enforcement of child labor laws in the agricultural sector.(13, 78) Maintains a national hotline where labor violations can be reported.(11)
Ministry of Justice and Human Rights	Maintain a Tribunal for adjudicating disputes in domestic service work and telephone lines for reporting cases of child labor and forced labor.(79)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Office for the Rescue and Care of Trafficking Victims	Provide emergency legal and other assistance to victims of labor and sex trafficking, including child victims. Part of the Ministry of Justice and Human Rights.(44, 73) Maintains Regional Offices that coordinate the provision of legal and social services to trafficking victims in the Provinces of Chaco, La Pampa, La Rioja, Mendoza, and Santa Fe.(52, 80, 81)
Public Prosecutor's Anti-Trafficking Division (PROTEX)	Prosecute crimes of trafficking in persons for labor and commercial sexual exploitation, instruct federal personnel in the investigation of human trafficking, and design criminal policy in human trafficking.(82-84)
National Immigration Directorate	Direct the National Immigration Police, oversee the rights of migrants, and assist in investigating cases of international human trafficking.(20, 85)
Federal Police	Conduct human trafficking investigations through its Trafficking in Persons Division.(38)
Federal Administration of Public Revenue (AFIP)	Ensure employer compliance with national laws, assist in workplace and labor-related inspections, and initiate prosecutions of labor violations through the Penal Section of its Social Security Directorate.(38, 86, 87)

In 2015, the Ministry of Justice and Human Rights created five Regional Offices for the Rescue and Care of Trafficking Victims in the Provinces of Chaco, La Pampa, La Rioja, Mendoza, and Santa Fe. These Regional Offices coordinate the provision of legal and social services for trafficking victims according to priorities set by the national Office for the Rescue and Care of Trafficking Victims.(52, 80, 81)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Argentina took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	566 (13, 88)	584 (89)
Inspectorate Authorized to Assess Penalties	Unknown	Yes (11)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Yes (77)	Yes (90)
■ Refresher Courses Provided	Yes (13, 77)	Yes (11)
Number of Labor Inspections	187,492 (91)	144,613 (91)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	50 (92)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown* (11)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown* (11)
Routine Inspections Conducted	Yes (92)	Yes (11)
■ Routine Inspections Targeted	Yes (92)	Yes (11)
Unannounced Inspections Permitted	Unknown	Yes (11)
Unannounced Inspections Conducted	Unknown	Yes (11)
Complaint Mechanism Exists	Yes (13)	Yes (11)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

* The Government does not make this information publicly available.

In 2015, the Ministry of Labor, Employment, and Social Security (MTESS) employed 584 labor inspectors.(89) However, research could not determine the number of inspectors employed by the National Registry of Agricultural Workers and Employers (RENATEA), which assists the MTESS in the enforcement of labor laws in the agricultural sector. According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Argentina should employ roughly 1,164 labor inspectors to adequately enforce labor laws throughout the country.(93-95)

Argentina

SIGNIFICANT ADVANCEMENT

Although research could not determine whether all 584 MTESS inspectors received training in child labor issues in 2015, the MTESS's Coordinating Body for the Prevention of Child Labor and the Regulation of Adolescent Work (COODITIA) conducted numerous trainings on child labor and adolescent work for labor inspectors and government officials located around the country. (90) Reports confirm that RENATEA inspectors received training on child labor issues in 2015 and also conducted 42 seminars on eliminating child labor around the country.(11)

Partial information on specific MTESS inspection efforts was published for 2015.(96) However, research could not find comprehensive information on the number of violations found, penalties assessed, and fines collected as a result of inspections. Research could also not find comprehensive information on the specific sectors and geographic localities in which MTESS inspections were carried out, or on the total number of children removed from child labor.(11)

Reports indicate that in Argentina, children removed from child labor through inspections are referred to the COODITIA, which coordinates the provision of social services through social protection agencies.(13) However, research could not determine whether social protection agencies have procedures to reciprocally refer children rescued from child labor to the MTESS for labor law enforcement. RENATEA reported that 18 minors were found working in violation of the law and that they received assistance.(97) Research could not find comprehensive information on how many children were referred between social services and the MTESS in 2015.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Argentina took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	33 (98)	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

In 2015, the number of investigators from the Public Prosecutor's Anti-Trafficking Division (PROTEX), the Federal Police, or other criminal law enforcement agencies dedicated to investigating the worst forms of child labor was not known. Research could also not determine whether agencies engaged in enforcing criminal laws related to child labor had sufficient resources to carry out their mandates.

PROTEX reported that it initiated 429 investigations for crimes of human trafficking in 2015. It pursued 226 cases related to commercial sexual exploitation, 132 cases related to labor exploitation, and 71 cases of related crimes.(99) Information on these cases was not disaggregated to differentiate between adult and child victims; however, PROTEX reported that 9.4 percent of the victims were children. PROTEX also reported that, in 2015, there were 92 prosecutions for sex and labor trafficking; however, research could not determine how many of these prosecutions were for crimes that involved child victims.(99) In 2015, PROTEX reported that there were 27 sentences issued for crimes of human trafficking, with 35 individuals convicted of sex or labor trafficking. Sentences for sex trafficking ranged from 1 to 14 years of imprisonment, and sentences for labor trafficking ranged from 2 to 6 years of imprisonment.(99) Although research could not identify how many of these sentences were issued for trafficking crimes involving children, PROTEX reported that, of the total number of victims, 22 of them were children; 14 of these children were victims of labor exploitation and 7 of these children were victims of sex trafficking.(99)

The Office for the Rescue and Care of Trafficking Victims and the National Secretariat for Childhood, Adolescence, and Family (SENNAF) provide legal and other assistance to survivors of human trafficking. However, research could not determine the number of child trafficking victims who received these services during the reporting period.(53)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Eradication of Child Labor (CONAETI)	Coordinate efforts to monitor and eradicate child labor at the national level and implement Argentina's National Plan for the Prevention and Eradication of Child Labor.(43, 100-103) Composed of the MTESS, the Ministry of Social Development, the Ministry of Justice and Human Rights, the Ministry of Security, the Ministry of the Interior, and the Ministry of Health. Includes representatives from the Argentine Industrial Union, the General Confederation of Labor, and the National Secretariat of the Argentine Episcopal Conference.(43, 104) UNICEF and IPEC also provide advisers. Overseen by the MTESS.(43, 104) In 2015, CONAETI organized the Second Convening of Civil Society Organizations to train NGOs on public policy initiatives on the elimination of child labor and the regulation of adolescent work, including public-private partnerships.(105) In addition, CONAETI and the Provincial Commissions for the Prevention and Eradication of Child Labor organized two National Meetings of Local Roundtables for the Prevention and Elimination of Child Labor. These meetings brought together provincial and local government officials to discuss advances and challenges in addressing child labor issues across the country.(106, 107)
Provincial Commissions for the Prevention and Eradication of Child Labor (COPRETI)	Coordinate efforts, with oversight by CONAETI, to prevent and eradicate child labor at the provincial level, including through Local Roundtables on Child Labor at the municipal level.(43, 101, 104, 108, 109). Composed of representatives of governmental and nongovernmental institutions, labor unions, and religious institutions. There are 23 COPRETI.(43, 101, 104, 108)
National Secretariat for Childhood, Adolescence, and Family (SENNAF)	Establish public policies through its Childhood and Adolescence Protectorate to secure the rights of children and adolescents; coordinate child protection efforts with other government ministries and entities of civil society; and provide assistance to trafficking victims. Overseen by the Ministry of Social Development.(110)
Federal Council for Childhood, Adolescence, and Family	Uphold the rights of children and adolescents; deliberate on, assess, and plan public policies on child and adolescent rights; and secure the transfer of federal monies to fund provincial programs. Composed of representatives from national and provincial agencies that coordinate with the SENNAF and formed through the Ministry of Social Development.(111)
Child and Adolescent Labor Monitoring Office (OTIA)	Conduct qualitative and quantitative research on child and adolescent labor to provide policy analysis and inform programming to eradicate child labor and regulate adolescent labor. Created through the Undersecretariat of Technical Programming and Labor Studies of the MTESS.(101, 104, 112)
Coordinating Unit for Children and Adolescents in Danger of Commercial Sexual Exploitation	Provide guidance to relevant institutions; run workshops and research programs regarding commercial sexual exploitation; and assist children, adolescents, and their families. Formed within the Ministry of Justice and Human Rights.(113)
Network of Businesses Against Child Labor	Develop initiatives to sensitize stakeholders to issues of child labor and programs to prevent and eradicate child labor. Formed through a partnership between the MTESS, CONAETI, and the businesses that comprise it.(100, 114, 115)
Council for the Rights of Children and Adolescents (CDNNyA)	Promote and protect children's rights in the City of Buenos Aires in accordance with the UN CRC. Develop programs and policies on the worst forms of child labor, including on the sexual exploitation and trafficking of children.(43, 116)
Executive Council to Fight Human Trafficking and Exploitation and to Protect and Assist Victims	Coordinate executive branch efforts to combat human trafficking. Composed of representatives of the Ministry of Justice and Human Rights, the Ministry of Security, and the MTESS.(53)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Argentina has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Third National Plan for the Prevention and Eradication of Child Labor and the Regulation of Adolescent Work (2016–2020)†	Aims to prevent and eliminate child labor, including its worst forms, and to protect adolescent work. Specific objectives include promoting the dissemination of information and data on child labor, strengthening the COPRETI and creating Local Roundtables on Child Labor, promoting the livelihoods of families, strengthening the labor inspectorate, fostering civil society engagement on child labor issues, providing for a more inclusive educational system, raising awareness of the safety and health implications of child labor, and promoting institutional and legislative strengthening on child labor issues, in accordance with ILO C. 182.(14, 117) Launched by the MTESS and CONAETI in December 2015 following a presentation of a draft of the plan to the COPRETI at their national meeting in October 2015.(117, 118)

Argentina

SIGNIFICANT ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Action Plan for the Rights of Children and Adolescents (2012–2015)	Promotes the dignity and rights of children and adolescents in Argentina. Objectives include preventing and eliminating child labor, including its worst forms.(119)
Third Program for Decent Work for Argentina (2012–2015)	Pursues a decent work and social well-being agenda in the context of Argentina's Millennium Development Goals (2003–2015) and in consultation with the ILO. Social and economic objectives include the prevention and eradication of child labor.(46, 120)
National Plan on Compulsory Education and Teacher Training (2012–2016)*	Aims to strengthen the Argentine educational system by increasing the number of primary schools, increasing children's access to education, and improving the quality of curricula and instruction.(121)
MERCOSUR Social Labor Declaration of 2015†	Aims to promote decent work and sustainable development in the five member states of MERCOSUR, in part through commitments to uphold core labor standards, including the elimination of forced labor, the prevention and elimination of child labor, and the protection of adolescent work. Signed in Brasilia, Brazil in July 2015.(122, 123)
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(124)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater coordination between governmental agencies, levels of government, and with civil society among MERCOSUR members.(120)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children; and by exchanging best practices.(125)
Regional Plan for Adolescent Work (2011)	Promotes decent work for adolescent workers. Articulated within MERCOSUR's Strategy for Employment Growth.(120)
Fight against Human Trafficking Agreement between the Governments of Colombia and Argentina	Establishes a work plan to prevent, identify, and collaborate in the fight against human trafficking between the Government of Colombia and the Government of Argentina. Aims to strengthen efforts to assist Colombian victims of human trafficking found in forced labor in Argentina; signed in 2014.(126)
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancun, Mexico, participating countries adopted the Declaration of Cancun 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(127, 128) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(127, 129)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Argentina at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(130–132)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Argentina funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Universal Child Allowance Program (<i>Asignación Universal</i>)†	Government of Argentina program funded in part by the World Bank that provides a monthly cash transfer to unemployed parents and workers in the informal economy, contingent upon parents' fulfillment of health and education requirements for their children.(46, 104, 133, 134) Includes pregnant women and currently covers 3.5 million children under age 18.(46, 104)
RENATEA Awareness-Raising Campaign†	RENATEA campaigns that raise awareness of child labor in agriculture and inform families and children of the right to education.(92, 135)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
CONAETI Awareness-Raising Campaigns	CONAETI/Network of Businesses Against Child Labor campaigns that make businesses and the general public aware of child labor in sourcing and supply chains.(114)
Harvest Day Care and Future Programs (<i>Jardines de Cosecha y Porvenir</i>)	COPRETI/Network of Businesses Against Child Labor programs that aim to reduce child labor in the production of crops, such as tobacco in the Provinces of Salta and Jujuy, where work has often been performed by entire families. Children are placed in day care centers that have educational and recreational programs.(17, 136-140)
Program to Strengthen Schools in Agricultural Areas†	RENATEA program that provides infrastructural developments, operating costs, and pedagogical development to rural schools located in agricultural areas where children may be at risk of child labor. Launched in 2014. In 2015, RENATEA provided support to more than 2,200 students and 294 teachers in 42 elementary and high schools.(11, 97, 141, 142)
Care Program's Extended School Day/ Child Care Centers (<i>Programa Cuidar</i>)†	RENATEA program to lengthen the school day and create child care centers in agricultural regions to reduce children's vulnerability to child labor in the agricultural sector.(13, 143) In 2015, received a budget of \$620,000, enabling the program to assist more than 1,800 children ages 1.5 months to 16 years in 25 child care centers in the Provinces of Buenos Aires, Córdoba, Jujuy, La Rioja, Misiones, Mendoza, and Salta. Program was launched in 2014.(11, 97)
Good Harvest Program (<i>Programa Buena Cosecha</i>)†	MTESS and CONAETI program in the Province of Mendoza that creates and runs Rural Social and Educational Centers (CSER) to provide care and educational services to children whose parents work in agricultural harvests, and to reduce children's vulnerability to child labor. Since 2010, program has run 88 CSER that have assisted 4,500 children.(32, 144)
Heads of Household Program (<i>Programa Jefes de Hogar</i>)†	MTESS program that seeks to improve the employability of families who have experienced economic hardship.(145)
Trafficking in Persons Hotline (<i>Linea 145</i>)	Office for the Rescue and Care of Trafficking Victims Hotline that receives reports of possible crimes of trafficking in persons. Cases are referred to law enforcement agencies for investigation, and victims and survivors are referred to social service providers.(73)
UNICEF Argentina's Program for the Protection of Children's Rights	Fosters the development of protection systems and dialogue between civil society and local, provincial, and federal government agencies. Priority areas for 2010-2015 include increasing access to social and legal services for victims of violence, abuse, and exploitation; juvenile justice reform; and strengthening local institutional capacity to prevent and eliminate child labor.(146)
Regional Action Group for the Americas (<i>Grupo de Acción Regional para las Américas</i>)	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(147-149)
Elimination of Child Labor in Latin America (Phase 4) (2011 – 2015)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Argentina.(150)
Education and Monitoring Program for the Eradication of Child Labor (2012 – 2015)	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Argentina. Includes the objective of developing information systems on the worst forms of child labor.(150)

† Program is funded by the Government of Argentina.

In 2015, Argentina continued to implement social programs designed to combat child labor.(11) Reports indicate that the Universal Child Allowance Program has had a positive impact on the reduction of child labor since its implementation began in 2009.(12, 106, 151) However, programs that address child labor in the agricultural sector do not appear to address the full scope of the problem. Research also did not find programs that specifically targeted children working in urban activities, such as refuse collection or street begging and performing.

In Argentina, education is compulsory until age 18, which is the qualifying age for participation in many youth employment programs, including apprenticeships. However, reports indicate that many children do not finish secondary education.(152) Children ages 16 and 17 who have not finished secondary school, and who are legally allowed to work, are often unable to find jobs in the formal sector.(152) Without eligibility to participate in youth employment programs until age 18, these children are at an increased risk of engaging in dangerous work. In addition, without formal training, these children are more likely to remain in informal work as adults.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Argentina (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous occupations prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2015
	Criminalize the possession of child pornography for personal use.	2009 – 2015
Enforcement	Publicly report on the level of funding allocated to the labor inspectorate.	2015
	Ensure there is a sufficient number of labor inspectors to adequately enforce labor laws throughout the country.	2015
	Publicly report on the training provided to all labor inspectors and criminal investigators on child labor, including its worst forms.	2015
	Make information publicly available on child labor enforcement efforts, including the sectors and geographic localities in which inspections are carried out, the number of violations found, and the penalties issued and collected as a result.	2009 – 2015
	Publicly report on the total number of children removed from child labor, including its worst forms, as well as on the number of children who received services and the mechanisms by which law enforcement and social service agencies reciprocally refer cases.	2014 – 2015
	Publicly report on the number of criminal investigators who investigate child labor-related crimes and ensure they have adequate resources to enforce laws on the worst forms of child labor.	2014 – 2015
	Publicly report on the number of criminal investigations, violations, prosecutions, and convictions for the worst forms of child labor.	2015
	Ensure there is a reciprocal referral mechanism between criminal law enforcement agencies and social services for cases of the worst forms of child labor.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Plan on Compulsory Education and Teacher Training.	2015
Social Programs	Make all results on child labor from the Permanent Survey of Households publicly available.	2013 – 2015
	Expand the coverage and scope of programs that target child labor in agricultural activities.	2012 – 2015
	Develop specific programs that target child labor in informal urban activities, such as refuse collection or street begging and performing.	2009 – 2015
	Extend youth employment and vocational training programs to children ages 16 and 17 that also allow children to complete their compulsory schooling.	2015

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In 2015, Armenia made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Armenia is receiving this assessment because it continued to implement a law that delayed advancement in eliminating the worst forms of child labor. The Government failed to remedy the uncertainty regarding its authority to monitor, inspect, and enforce child labor laws caused by its 2014 repeal of Article 34 of the Labor Code, which previously established the Government's authority to conduct routine labor inspections. Since that time, the Government has lacked a functioning labor inspection mechanism to monitor, inspect, and enforce child labor laws. Otherwise, the Government made efforts by developing and conducting a National Child Labor Survey and introducing regulations that placed restrictions on acceptable working hours for children employed in the entertainment industry. Children in Armenia are engaged in child labor in the services sector. The Government also lacks a mechanism to coordinate its efforts to address all forms of child labor, including its worst forms. In addition, no programs exist to aid children engaged in work activities on the street or in agriculture.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, evidence suggests that children are engaged in child labor in the services sector in Armenia.(1-6) Table 1 provides key indicators on children's work and education in Armenia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.1 (30,494)
Attending School (%)	5-14 yrs.	89.8
Combining Work and School (%)	7-14 yrs.	9.9
Primary Completion Rate (%)		100.1

Source for primary completion rate: Data from 2008, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2010.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including planting and harvesting potatoes* (1, 3-6, 9, 10)
	Raising livestock,* including cattle breeding,* cattle herding,* and shepherding* (4-6, 11)
Industry	Construction,* activities unknown (1, 6, 10, 12)
Services	Washing cars* (3, 4)
	Street work, including gathering scrap metal,* selling flowers,* and begging (1, 2, 4-6, 12, 13)
	Working in shops* (6)
	Dancing in clubs* (6)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking* (4, 10, 14-16)
	Forced begging sometimes as a result of human trafficking* (4, 10, 15)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Armenia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT




Although Article 38 of the Constitution of Armenia and Article 6 of the Law of Republic of Armenia on Education guarantee free universal education, children from low-income families and from families belonging to ethnic minorities continue to have reduced access to education.(17, 18) In addition, children with disabilities also face difficulty accessing mainstream education due to the inaccessibility of the physical infrastructure of schools, a lack of individual education planning and methodologies, a lack of community-based support services for the child and the family, and a general social stigma against individuals with disabilities.(17-20) As a result of these barriers, a source reports that over 70 percent of children with disabilities in the care of the state and almost 20 percent of children with disabilities in the care of their families do not attend school.(20, 21)

In addition, the rate of institutionalization of children remained high. Research found that children enrolled in government boarding schools, orphanages, and special education institutions were likely to experience physical and psychological violence, and were at a higher risk of becoming victims of human trafficking.(10, 18, 21)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Armenia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Articles 15 and 17 of the Labor Code; Article 57 of the Constitution (22, 23)
Minimum Age for Hazardous Work	Yes	18	Article 257 of the Labor Code (22)
Prohibition of Hazardous Occupations or Activities for Children	Yes		List of Work Categories Considered Excessive or Harmful for Persons Under the Age of 18, Women Who are Pregnant, and Women Caring for Infants Under the Age of One Year; Articles 140, 148, 153, 155, 249, and 257 of the Labor Code (22, 24)
Prohibition of Forced Labor	Yes		Article 57 of the Constitution; Article 3 of the Labor Code; Articles 132 and 132.2 of the Criminal Code (22, 23, 25-27)
Prohibition of Child Trafficking	Yes		Articles 132 and 132.2 of the Criminal Code (25, 28)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 132.2, 166, and 261-263 of the Criminal Code (25, 26, 28)
Prohibition of Using Children in Illicit Activities	Yes		Articles 165 and 166.1 of the Criminal Code (25, 26, 28)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 5 of the Law on Mandatory Military Service (28, 29)
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	16	Article 18 of the Law on Education (28, 30)
Free Public Education	Yes		Article 38 of the Constitution; Article 6 of the Law on Education (23, 30)

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

In December 2015, a national referendum resulted in significant changes to the Constitution. The Constitution continues to prohibit forced labor and ensure free public education, but these provisions are now housed in new articles, as referenced above.(23, 27)

It has been reported that in April 2015, the Government introduced an amendment to the Law on Education that will increase the compulsory education age to 19 years, beginning in 2017.(27)

It has also been reported that in June 2015, the National Assembly adopted changes to the Labor Code that introduced regulations for children's work in the entertainment industry and included restrictions on acceptable working hours for children of all ages.(27) According to the updated legislation, children ages 14 to 15 may work no more than 24 hours per week, while children ages 16 to 17 may work no more than 36 hours per week.(27)

The minimum age for work is 16. If children ages 14 and 15 obtain the written consent of a parent or a guardian, they may work restricted hours as specified by the labor code; however, Armenia does not specify the type or conditions of light work in which they may engage.(22, 31)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Health Inspectorate (SHI)	Enforce labor laws and impose sanctions for violations.(32) In particular, enforce occupational safety and health provisions through the Oversight Department for Work Safety and other labor laws through the Oversight Department Over the Implementation of Labor Code Norms.(27)
Main Department on Especially Serious Crimes within the Investigative Committee	Investigate cases of child trafficking and the commercial sexual exploitation of children referred to the Investigative Committee by the Police.(19, 33)
Department on Defending the Rights of Minors and Combating Domestic Violence within the Police	Identify and conduct preliminary investigation of crimes in which children are victims or perpetrators.(14, 19) Enforce laws against the worst forms of child labor under the General Department of Criminal Intelligence.(19, 28, 33) Refer identified crimes to the Investigative Committee for further investigation.(19)
Anti-Trafficking Unit within the Police	Identify and conduct preliminary investigation of crimes related to child trafficking and the commercial sexual exploitation of children through a staff of seven field officers. Operate within the Department of Combating High-Tech related (Cyber) Crimes, Human Trafficking, Illegal Migration, and Terrorism of the General Department on Combating Organized Crime.(34) Refer identified crimes to the Investigative Committee for further investigation.(19)
Police Hotline	Receive complaints related to human trafficking and migration issues.(10)

Due to successive legislative changes reorganizing labor inspection in Armenia and a lack of clarity surrounding the legal mandate for conducting inspections, in 2015 the State Health Inspectorate (SHI) was unable to systematically monitor or enforce child labor laws in Armenia.(35)

Since 2013, a number of legislative changes to the labor inspection mechanism have taken place as part of a broader inspection reform agenda in Armenia. In July 2013, the Government adopted Decree #857-N that created the new State Health Inspectorate (SHI) under the Ministry of Health to take over the combined inspection functions of the former State Labor Inspectorate under the Ministry of Labor and Social Affairs (MoLSA) and the former State Hygiene and Anti-Epidemic Inspectorate under the Ministry of Health.(34) This decree outlined the SHI's mandate, which includes supervision of labor legislation and safeguards for working children established by the Labor Code.(27, 36)

However, in December 2014, the National Assembly adopted legislation repealing Article 34 of the Labor Code, which had previously established Government authority to conduct routine labor inspections.(27, 35, 37) SHI officials reported that this legislative change, which came into force in January 2015, restricts the SHI to conducting inspections based on complaints related to occupational safety and health violations.(35) Despite this statement from SHI officials, another source reported that the Law on Inspection Bodies, also passed in December 2014, may have obviated the need for Article 34 of the Labor Code, as

Armenia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

Article 6 of the Law on Inspection Bodies outlines the powers of all inspection bodies in Armenia, including the ability to conduct inspections.(27, 38) As a result of these conflicting understandings of the current legislation, the SHI's mandate to monitor, inspect, and enforce child labor laws remains unclear, and the SHI remained unable to monitor, inspect, and enforce child labor laws in 2015.

SHI officials report that the SHI will undergo further reorganization as part of the Government's continuing campaign to streamline inspections in Armenia, which should increase clarity on the SHI's mandate to conduct inspections. In anticipation of these further changes and clarification, the SHI halted all inspections of any kind in July 2015, with the exception of sanitary oversight over kindergartens and schools.(27)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Armenia remained unable to monitor, inspect, and enforce laws against child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	60 (35)	60 (39)
Inspectorate Authorized to Assess Penalties	Yes (40)	Yes (39)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	No (39)
■ Refresher Courses Provided	Yes (40)	No (39)
Number of Labor Inspections	48 (40)	72 (27)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	2 (40)	1 (27)
Number of Child Labor Violations for Which Penalties Were Imposed	2 (40)	0 (39)
■ Number of Penalties Imposed That Were Collected	Unknown	N/A
Routine Inspections Conducted	Yes (40)	Yes (39)
■ Routine Inspections Targeted	Yes (40)	Yes (39)
Unannounced Inspections Permitted	No (35)	No (39)
Unannounced Inspections Conducted	No (35)	No (39)
Complaint Mechanism Exists	Yes (35)	Yes (27)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (27)

As part of the 2013 restructuring, the number of labor inspectors was reduced from 146 to 60, which the SHI reported was insufficient to fully enforce labor laws prior to the cessation of inspections. The 20 inspectors based at the SHI headquarters are civil servants, while the remaining 40 are contractors.(35) The SHI reports that while civil servants must receive training at least once every three years, there is no requirement that contractors receive regular training. As a result, the SHI anticipates that the high proportion of contracted inspectors will negatively impact the overall training level and competency of the body of inspectors over time.(35) In addition, the SHI lacks sufficient funding, work space, computers, and transportation to effectively enforce labor laws. SHI officials reported that inspectors are often required to walk to inspection sites in order to perform inspections due to lack of transportation.(35, 39) Inspectors do have the authority to enter the premises of a business during the course of inspections.(39)

While inspectors do not have the right to issue penalties for violations discovered during the course of investigations, the head of the SHI, his deputies, and regional unit managers do have the power to review cases of violations and issue administrative penalties.(39) An SHI official indicated that penalties for violations of labor laws were insufficient to deter violations.(27)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Armenia took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (39)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (16, 40)	Yes (39)
Number of Investigations	5 (40)	Unknown
Number of Violations Found	5 (40)	3 (39)
Number of Prosecutions Initiated	2 (40)	2 (39)
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (40)	Yes (39)

The Investigative Committee's police officers respond to allegations of a crime and conduct a pre-investigation during a period of 10 days to determine whether a crime has been committed. After this period, the case is either transferred to the Investigative Committee for full investigation or dropped due to lack of evidence of a crime.(19)

The Main Department on Especially Serious Crimes within the Investigative Committee has 40 investigators, 7 of whom are specialized in investigating human trafficking cases, and the Government reports that overall almost 300 police officers and investigators are engaged in investigations of crimes involving children.(33, 39, 40) The Investigative Committee requires that its personnel receive training at least once every two years. As a result, over 200 investigators received refresher training in 2015, which included 2 hours of instruction on trafficking in persons, including child trafficking. During the reporting period, 174 police officers focusing on juvenile cases also received training on child trafficking and commercial sexual exploitation of children.(39)

Child victims discovered during the course of criminal investigations are referred to the Fund for Armenian Relief Children's Center, where they are provided with specialized social services.(39) A source reported that because not all the children who are referred to social service providers by the Police are officially registered as victims, official statistics for begging, forced begging, and commercial sexual exploitation may underreport the scope of the problem.(4)

Research found that although the Police work with social service providers when conducting the pre-investigation, the Investigative Committee does not work with social service providers to ensure the well-being of the children during the investigation period.(4) In addition, a source reported that law enforcement officials do not receive sufficient specialized training on interviewing child victims of crime.(4) The Government's implementation of the Criminal Procedural Code's provisions on victim and witness protection continued to be inadequate due to lack of an appropriate victim witness protection mechanism and of sufficient funding for these efforts.(10, 41)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established coordinating mechanisms to combat human trafficking and ensure the protection of child rights, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission on the Protection of Child Rights	Coordinate activities of state bodies responsible for child protection, assist in developing state policy and programs aimed at the protection of children's rights, and assist in developing solutions to new child welfare problems as they arise. Facilitate cooperation between state and local government and NGOs.(28) Maintain a working group to prevent child begging, which includes representatives from the Ministry of Labor and Social Affairs, the Ministry of Health, and the Ministry of Education.(28)
Ministerial Council to Combat Human Trafficking	Implement, coordinate, and monitor government efforts on human trafficking.(15, 28) Chaired by the Deputy Prime Minister and composed of various officials from 17 government entities.(15)
Inter-Agency Working Group against Trafficking in Persons	Advise, organize, and implement decisions made by the Ministerial Council to Combat Human Trafficking.(15) Chaired by the Ministry of Foreign Affairs and composed of officials from all government entities. Includes nongovernmental stakeholders such as NGOs, international organizations, and social partners in regularly scheduled meetings.(15, 28)

Armenia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Armenia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Concept on Combatting Violence Against Children	Defines government priorities for combatting violence against children and outlines a list of related activities. Addresses labor exploitation of children, especially in rural communities, and commercial sexual exploitation of children, especially child trafficking.(33)
Strategic Program for the Protection of Children's Rights (2013–2016)*	Outlines the Government's goals and activities in the sphere of child rights protection; formerly included a child labor component focusing on data collection on working children, awareness raising of the rights of working children, and implementation of oversight mechanisms for children's work.(42) The National Child Labor Survey and recommendations for the prevention of child labor exploitation originally envisaged in the 2013–2016 Strategic Program remains in the list of activities for 2016. However, during a 2014 revision, the Government removed the child labor component from the document.(19, 33)
National Plan of Action Against Trafficking in Persons for the Years 2013–2015	Aims to improve victim identification, including for child laborers; conduct surveys among working children; improve prevention efforts; and work with the media on the format and approach of reporting on human trafficking cases.(43) Focuses on five areas: legislation on action against trafficking in persons and enforcement of laws; prevention of trafficking in persons; protection of and support to victims of trafficking in persons; cooperation; and surveys, monitoring, and evaluation.(43)
UNDAF Plan for Armenia (2016–2020)*†	Focuses on poverty reduction through expanding economic and social opportunities for vulnerable groups, including improving access to basic education and social protection services for vulnerable children.(20)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Armenia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries, including Armenia, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(44) In 2015, the ILO signed an agreement with the National Statistics Services to conduct a national child labor survey.(45) The project trained 48 enumerators on survey techniques, piloted the survey in two districts, and then implemented the full survey from October – December 2015. The project anticipates publicizing the full results of the survey in June 2016.(45)
Family Benefits Program†	Ministry of Labor and Social Affairs (MoLSA)-funded poverty-mitigation program for families with children recorded in the Family Poverty Assessment System. Families receive a monthly payment based on their financial situation, the number of children in the family, and the geographical location of their home.(39)
Social Response to Labor Migration in Armenia Project (2013–2016)	EU-funded, 3-year project implemented by UNICEF, the Ministry of Territorial Administration, and MoLSA designed to mitigate the social vulnerability of labor migrants' families, including children.(46)
Armenia Social Protection Administration II Project (SPAP) (2014–2018)†	\$25.5 million World Bank project, including a \$4.3 million Government contribution, to improve social services delivery through the functional integration of agencies responsible for social services. Continues the first SPAP's efforts to co-locate service providers for social protection benefits by building 37 new Integrated Social Protection Centers, 19 of which were completed by the close of the reporting period.(39, 47) Will target unemployed youth through the Youth Without Education and Skills program.(47)
UNICEF Country Program for 2010–2015	Outlines a plan for the development of an enhanced child care system, a continuum of child protection services to identify and respond to the exploitation and abuse of children, and a comprehensive policy framework for protecting vulnerable children in cooperation with UNICEF.(48)
Day Care Centers†	Government-supported day care centers that provide alternatives to working children and daytime centers that provide services for children with special needs.(34) In 2015, the Government contributed funding to four daytime centers to support up to 250 children, providing funding for wages of 84 day care center employees.(34, 39, 49–51)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Shelter for Victims of Human Trafficking†	Government shelter co-funded and run by the United Methodist Committee on Relief—Armenia that provides victims of human trafficking with medical, psychological, social, and legal services; access to education for children; and vocational training for adult victims.(16)
School Feeding Program†	Program co-funded by the World Food Program. In 2015, the government provided over \$1 million to provide in-school meals for 22,209 children in 3 regions of Armenia, while World Food Program funding provided meals to 67,000 children in schools throughout the rest of the country.(39)

† Program is funded by the Government of Armenia.

Although the Government of Armenia has implemented programs to address child labor, research found no evidence that it has carried out programs to assist children engaged in child labor in street work or in agriculture.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Armenia (Table 11).

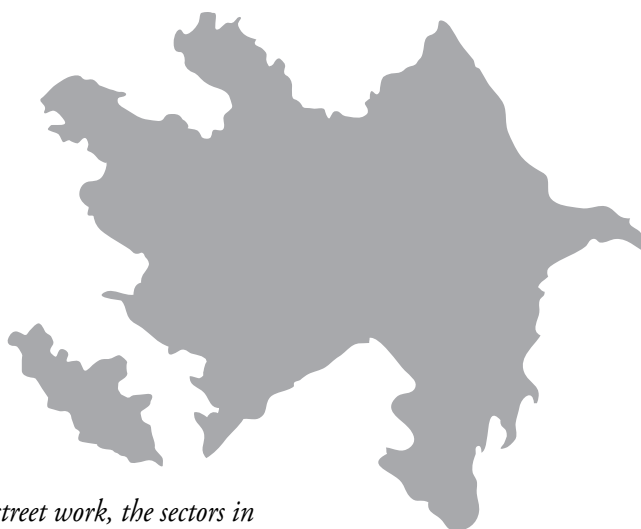
Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that Armenian law specifies the types of light work and the working conditions acceptable for children age 14-15.	2014 – 2015
Enforcement	Ensure that the legal framework on inspections clearly empowers the SHI to monitor, inspect, and enforce child labor laws through quality inspections, including targeted, complaint-based, and unannounced inspections; that inspectors have the ability to assess penalties; and that data on the number and type of inspections, violations, and penalties are made publicly available.	2014 – 2015
	Address deficiencies in the SHI's labor inspection resources, including by increasing the number of labor inspectors and empowering inspectors to perform unannounced inspections; increasing the funding and resources available to the SHI; and ensuring that all inspectors receive an adequate amount of training.	2014 – 2015
	Make information on the SHI's funding publicly available.	2015
	Ensure that penalties for child labor violations are sufficient to serve as a deterrent.	2014 – 2015
	Make information on the number of investigations and convictions related to criminal laws against the worst forms of child labor publicly available.	2015
	Protect children by providing law enforcement officials with specialized training on interviewing child victims of crime, and by ensuring that law enforcement officials coordinate with social service providers to protect the best interests of the child during an investigation.	2014 – 2015
	Implement and adequately fund a victim-witness protection mechanism for criminal proceedings.	2011 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into national policies, including the Strategic Program for the Protection of Children's Rights and the UNDAF Plan for Armenia (2016–2020).	2011 – 2015
Social Programs	Ensure that all children, including children from low-income families and those belonging to ethnic minorities, have equal access to education.	2010 – 2015
	Increase efforts to prevent institutionalization of children and to ensure the safety and well-being of children currently residing in government institutions.	2015
	Ensure that mainstream education is accessible to children with special education needs and children with disabilities by improving the accessibility of the physical infrastructure, bringing the child disability assessment criteria up to international standards, improving needs assessments, expanding community-based support services, and ensuring that social stigmas against individuals with disabilities do not prevent children from accessing schools.	2014 – 2015
	Implement programs to address child labor in street work and in agriculture.	2009 – 2015

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In 2015, Azerbaijan made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government expanded social services available for migrants considered vulnerable to human trafficking and provided training to law enforcement officials on human trafficking. However, children in Azerbaijan are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation. Legal protections for workers only apply to workers with written employment contracts, leaving self-employed children and children working outside of formal employment relationships vulnerable to exploitation. There are gaps in Azerbaijan's labor inspection system and in the training of its law enforcement officials. In addition, research found limited evidence of government programs to address child labor in agriculture and street work, the sectors in which it is most prevalent.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Azerbaijan are engaged in child labor, including in agriculture.(1-8) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(5, 6, 9-12) Table 1 provides key indicators on children's work and education in Azerbaijan.

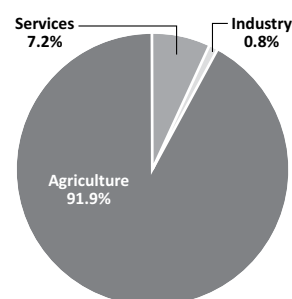
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.5 (70,034)
Attending School (%)	6-14 yrs.	94.3
Combining Work and School (%)	7-14 yrs.	4.9
Primary Completion Rate (%)		98.1

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey (SIMPOC) Survey, 2005.(14)

Figure 1. Working Children by Sector, Ages 7-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cotton, tea,* and tobacco*† (1-4, 6-8)
Industry	Construction,* activities unknown (2, 4, 15)
Services	Street work, including begging, washing cars, and vending (1-4, 6, 8, 9, 16) Washing cars at commercial car washes* (15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (6, 9, 11, 12, 16) Forced begging (12, 16, 17)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

The majority of child labor in Azerbaijan occurs in the agriculture sector. Evidence suggests that the number of child laborers involved in the production of cotton, tea, and tobacco has considerably declined in the last decade, although the significance of the decline is unknown.(2-4)

Azerbaijan

MINIMAL ADVANCEMENT







Children in Azerbaijan are trafficked for the purpose of commercial sexual exploitation both domestically and transnationally. Street children, many of whom become homeless after they are released from government-run orphanages and correctional facilities, are particularly vulnerable to human trafficking.(11) Children living in border towns and economically depressed rural communities have also been identified as being vulnerable to human trafficking.(18)

Children with disabilities also face difficulty accessing mainstream education due to the inaccessibility of the physical infrastructure of schools, and a general social stigma against individuals with disabilities. As a result of these barriers, a source estimated that only 10 to 17 percent of children with disabilities are able to attend school, while the remaining children are either educated at home or do not receive an education.(16)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Azerbaijan has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 42 of the Labor Code (19)
Minimum Age for Hazardous Work	Yes	18	Article 250 of the Labor Code (19)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 98 and 250–254 of the Labor Code; Decision 58 of the Cabinet of Ministers in 2000; Article 9 of the Law on the Rights of the Child (19-21)
Prohibition of Forced Labor	Yes		Article 35 of the Constitution; Article 144-2 of the Criminal Code (22, 23)
Prohibition of Child Trafficking	Yes		The Law on Trafficking in Persons; Articles 106, 144-1, 144-3, and 173 of the Criminal Code (23-26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 108, 151, 152, 171, 171-1, and 242–244 of the Criminal Code (24, 27)
Prohibition of Using Children in Illicit Activities	Yes		Article 28 of the Law on the Rights of the Child; Article 170 of the Criminal Code (21, 24)
Minimum Age for Compulsory Military Recruitment	Yes	18	Articles 2, 3, and 12 of the Law on Military Obligation and Military Service (28)
Minimum Age for Voluntary Military Service	Yes	19	Article 36 of the Law on Military Obligation and Military Service (28, 29)
Compulsory Education Age	Yes	15	Articles 5 and 19 of the Education Law (30, 31)
Free Public Education	Yes		Article 5 of the Education Law; Article 22 of the Law on the Rights of the Child (21, 30)

According to Articles 2 and 3 of the Labor Code, the Labor Code only applies to workers with written employment contracts.⁽¹⁹⁾ As a result, the law's minimum age protections do not apply to children working outside formal employment relationships or children who are self-employed.⁽³²⁾ The Government introduced both administrative and criminal penalties in 2014 for employing people without an effective employment agreement. Although this has strengthened protections for working children by attempting to ensure that all working children work under a contract, self-employed children and children working outside formal employment relationships remain unprotected.

In October 2015, the Cabinet of Ministers issued a decision expanding social services for migrants who are vulnerable to human trafficking; the decision also requires continual training of migration, customs, and border officials on identifying migrants as potential victims of human trafficking.⁽³³⁾

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
The Ministry of Labor and Social Protection of Population (MLSP)	Enforce labor laws related to the worst forms of child labor. ⁽³⁴⁾
State Labor Inspection Service (SLIS) within the MLSP	Enforce the Labor Code, including provisions related to child labor. ⁽²⁾ Investigate child labor complaints and ensure that violations of child labor law receive attention from the proper agencies. ⁽³⁴⁾
Ministry of Internal Affairs (MIA)	Function as the central executive agency responsible for public security and prevention and exposure of criminal offences, including child trafficking and begging. ⁽²⁾ Through the Anti-Trafficking Division (ATD), enforce human trafficking laws, investigate human trafficking violations, and enforce criminal laws related to the use of children in illicit activities. Refer children who are victims of human trafficking to social services for assistance with school enrollment, participation in recreational activities, and obtaining proper documentation. ⁽⁵⁾
The Commission on Juvenile Issues and Protection of Minors' Rights	Coordinate the enforcement of laws related to the worst forms of child labor. Located within the Cabinet of Ministers. ⁽³⁴⁾
The National Referral Mechanism for Trafficking in Persons (NRM)	Refer victims of human trafficking to the relevant authorities, ensuring the protection of their rights. ⁽³⁵⁾ Refer human trafficking cases to the ATD for prosecution. Led by the National Coordinator and the Deputy-Minister of the MIA and counts a large number of government agencies as members, including the MLSP and the State Committee on Family, Women and Children's Affairs (SCFWCA). ⁽¹²⁾

Labor Law Enforcement

In 2015, labor law enforcement agencies in Azerbaijan took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (33)
Number of Labor Inspectors	214 (33)	214 (33)
Inspectorate Authorized to Assess Penalties	Yes (15)	Yes (15)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (18)	Yes (18)
■ Training on New Laws Related to Child Labor	N/A	Yes (33)
■ Refresher Courses Provided	Yes (36)	Yes (33)
Number of Labor Inspections	11,345 (33)	11,189 (33)
■ Number Conducted at Worksite	1,214 (33)	1,218 (33)
■ Number Conducted by Desk Reviews	10,131 (33)	9,971 (33)
Number of Child Labor Violations Found	6 (18)	5 (33)
Number of Child Labor Violations for Which Penalties Were Imposed	5 (18)	4 (33)
■ Number of Penalties Imposed That Were Collected	Unknown	4 (33)

Azerbaijan

MINIMAL ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Routine Inspections Conducted	Yes (33)	Yes (33)
■ Routine Inspections Targeted	No (33)	No (33)
Unannounced Inspections Permitted	Yes (15)	Yes (33)
Unannounced Inspections Conducted	Yes (15)	Yes (33)
Complaint Mechanism Exists	Yes (33)	Yes (33)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (33)	No (33)

The State Labor Inspection Service (SLIS) reports that all inspectors receive training on identification of trafficking victims and situations of labor exploitation.(18) However, research did not find information on whether inspectors received training on laws and the enforcement of laws pertaining specifically to hazardous child labor. Limited evidence suggests that inspectors may not be adequately trained on child labor issues, including hazardous child labor.(6) In addition, the SLIS noted that it uses a different definition of forced labor than is prescribed in other aspects of Azerbaijani law. This may impact the severity of the penalties imposed by the SLIS for forced labor violations.(33)

While the SLIS does conduct unannounced inspections, the Ministry of Labor and Social Protection of Population reports that subjects of unannounced child labor investigations are often warned of the investigation in advance through unofficial channels, which indicates a lack of integrity within the SLIS.(15)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Azerbaijan took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
Initial Training for New Employees	Unknown	Unknown
Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
Refresher Courses Provided	Yes (18, 37)	Yes (33)
Number of Investigations	Unknown	Unknown
Number of Violations Found	1 (18)	1 (33)
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (18)	Yes (18)

Although the National Referral Mechanism for Trafficking in Persons (NRM) exists to refer victims of human trafficking, including child trafficking, to the relevant government agencies, research found that the NRM's efficacy suffers from a lack of interagency cooperation and an absence of standard operating procedures for referral of victims. In addition, NGOs report that human trafficking victims referred to the NRM by NGOs were not officially recognized as victims by the Government and did not receive government services.(33)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Identify government priorities in the sphere of child labor prevention to facilitate efficient mobilization of resources. Established through the Global Action Program on Child Labor Issues Project and comprising representatives from the MLSP, the SCFWCA, the Ministry of Education, the Employers' Confederation, the Trade Unions' Confederation, the OSCE, UNICEF, and the ILO.(38)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
State Committee on Family, Women and Children's Affairs (SCFWCA)	Serve as the primary central executive body responsible for implementing child-related policies.(2) Create and maintain an interagency case management database on child rights.(39)
Control-Coordination Group	Work with the Ministry of Education and the SCFWCA to develop a national database for local agencies to identify children who are not in school, and to track absentees over time and across districts.(34, 40) Established from the State Program on Poverty Reduction and Sustainable Development in 2008–2015. Membership includes representatives from the SCFWCA; the Ministry of Education, the Ministry of Health, and the MLSP.(34)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Azerbaijan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Joint Action Plan on Elimination of Child Labor Exploitation (2013–2015)	Joint action plan outlining coordination between the MLSP and the SCFWCA. Planned activities include preparing social awareness campaigns on the negative consequences of child labor exploitation; organizing seminars and roundtables for state agencies involved in the fight against child labor; conducting research on child labor throughout the country; and training labor inspectors on the worst forms of child labor.(34)
National Action Plan on the Protection of Human Rights (2012–2015)	Sought to ensure that the Criminal Code is compatible with international standards on preventing the sexual exploitation of children and to strengthen efforts to fulfill the ILO child labor conventions. Addressed human trafficking and called for rehabilitation centers for victims.(41)
National Action Plan on Combating Trafficking in Human Beings (NAP) (2014–2018)	Aims to identify and combat the causes of vulnerability to human trafficking in Azerbaijan, through improved coordination among the government agencies, NGOs, and intergovernmental organizations involved in combating human trafficking. Also seeks to improve the identification, protection, and provision of services to victims, and to ameliorate the social conditions that make victims vulnerable to human trafficking.(42) Places special emphasis on protecting the rights of child victims and preventing trafficking of vulnerable children and youth.(18, 42)
UNDAF (2011–2015)	Sought to improve identification, referral, and legal support services for victims of trafficking, as well as to build the capacity of judiciary and law enforcement personnel.(43)
State Program on Poverty Reduction and Sustainable Development (2008–2015)	Sought to improve social protection for the most vulnerable populations, including child laborers. Called for developing a national action plan to address the issues of abandoned and street children.(44) Included a plan to improve efforts to make schools better and more accessible, and to decrease educational costs by providing free textbooks and hot meals for children.(44)

The National Action Plan on Combating Trafficking in Human Beings (NAP) addresses many prior international recommendations, but lacks clear indicators of the source and amount of funding. As a result, the NAP is lacking the funding necessary for full implementation of associated programs.(18)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Azerbaijan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the Government and develop strategic policies to address the elimination of child labor and forced labor in Azerbaijan. (45) In 2015, conducted four training sessions to build the capacity of union representatives to identify and prevent child labor.(45)

Azerbaijan

MINIMAL ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries, including Azerbaijan, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity of the Government to conduct research in this area.(46) In Azerbaijan, the MAP project is funding a rapid assessment of child labor among children in the Roma community. In 2015, the project conducted a training workshop for staff from the NGO partner that will conduct the rapid assessment.(47)
Statistical Analysis on Child Labor and Street Children in Azerbaijan	SCFWCA and UNICEF collaboration to create a comprehensive report on the situation of street children in 11 cities and districts of Azerbaijan.(18)
Centers for Vulnerable Children†	Government-funded program comprising 13 centers that provide social services to vulnerable children, including street children and orphans.(48) NGOs reported that the centers are effective in providing services and may contribute to a reduction in child labor.(6) The centers were originally established in 2013, but ran out of funds and closed by the end of 2013.(6) In August 2014, funding for the shelters was restored; however it is not clear if the funding was permanently secured.(48)
The Program of Social Rehabilitation and Social Reintegration of Child Victims of Trafficking (2014–2016)†	Government program implemented by the MLSPP, the SCFWCA, and the Ministry of Education. Assists children who are victims of human trafficking and their families by establishing a system of monitoring social reintegration of child victims of trafficking and by providing for the professional development of psychologists and medical professionals.(49, 50)
Victim Assistance Center for Victims of Human Trafficking†	MLSPP-supported program that provides medical, psychological, and social rehabilitation and reintegration assistance to victims of trafficking, including children.(12, 18) In 2015, had a budget of \$27,320, which the director reported was inadequate to hire sufficient staff.(33)
Baku Shelter for Victims of Human Trafficking†	MIA-run shelter for victims of human trafficking that can accommodate up to 50 victims.(33)
Reception Center†	State Migration Service-run shelter for victims of human trafficking.(33)
Targeted Social Assistance Program†	MLSPP-run program that provides cash transfers to low-income families.(51, 52)
MIA Identification Document Program†	Provides identification documents to undocumented minors who may be street children or victims of human trafficking.(6)
USAID Anti-Trafficking in Persons Project	\$610,000, USAID-funded, OSCE-implemented program to provide technical assistance and financial support to civil society organizations operating shelters for victims of human trafficking, including children.(37, 53)

† Program is funded by the Government of Azerbaijan.

Although the Government of Azerbaijan has implemented programs to address child trafficking, research found little evidence to indicate it has carried out programs to assist children working in agriculture or on the street.

NGO-run shelters that are tasked by the NAP with providing victim services do not receive consistent funding from the Government. Directors of these shelters note that the unpredictable nature of funding prevents long-term planning and capacity building of shelters.(33) Child victims are usually referred to the Azerbaijan Children's Union shelter, where they have access to specialized care, including art therapy. This shelter does not receive consistent government funding and noted that most of its staff worked on a voluntary basis due to lack of government funding and an inability to receive foreign assistance caused by the restrictions imposed on NGOs over the last two years.(33)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Azerbaijan (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children working without a written employment agreement or outside of a formal employment relationship and children who are self-employed.	2011 – 2015
Enforcement	Ensure that labor inspectors receive adequate training on the enforcement of laws pertaining to child labor.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make complete data on the funding of the inspectorate publicly available.	2015
	Ensure that the State Labor Inspection Service uses a definition of forced labor that corresponds with Azerbaijani law.	2015
	Make publicly available complete data on the number of investigations, prosecutions, and convictions related to criminal laws on the worst forms of child labor.	2014 – 2015
	Improve interagency cooperation to ensure that the NRM functions adequately and provides needed services to all victims of child trafficking, including to victims identified and referred by NGOs.	2014 – 2015
Government Policies	Ensure the National Action Plan on Combating Trafficking in Human Beings receives the funding necessary for full implementation of associated programs.	2014 – 2015
Social Programs	Conduct research to determine the extent of children's continued involvement in the production of commercial agricultural goods, and to determine specific activities related to children's work in construction in order to inform policies and programs.	2013 – 2015
	Institute programs to address child labor in agriculture and on the streets	2009 – 2015
	Ensure that NGO-run shelters for victims of human trafficking are sufficiently and consistently funded to provide services to victims effectively, as dictated by the NAP and NRM.	2015

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In 2015, Bahrain made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government launched a multilingual hotline, which the public can use to report cases of human trafficking and abuse of migrant workers. Although the problem does not appear to be widespread, children are engaged in the worst forms of child labor, including in commercial sexual exploitation. The Government has not conducted research to determine the nature and extent of the worst forms of child labor in the country. Furthermore, the Government has not published information on its law enforcement efforts or established mechanisms to coordinate its efforts among government agencies and other stakeholders to address child labor, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although the problem does not appear to be widespread, children are engaged in the worst forms of child labor, including in commercial sexual exploitation, in Bahrain.(1) Data on key indicators on children's work and education are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (%)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(2)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Services	Selling products on the street* (1)
	Domestic work* (1)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (1)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3 (a)–(c) of ILO C. 182.

There is no evidence that the Government of Bahrain has conducted or participated in research to determine the extent to which children are engaged in child labor, including its worst forms.(4)




In 2015, there were cases of children who had traveled to Bahrain with falsified documents to work as domestic workers.(1)

In Bahrain, citizenship is derived from the father. As a result, children of Bahraini mothers and non-Bahraini fathers may be stateless.(5) Stateless children lack legal documents, such as birth certificates, which prevents them from enrolling in school and having access to education.(7-9)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Bahrain has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 24 of the Labor Law (10)
Minimum Age for Hazardous Work	Yes	18	Article 27 of the Labor Law (10)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 1 and 2 of Ministerial Order No. 23 of 2013 (11)
Prohibition of Forced Labor	Yes		Article 1 of the Law on Combating Trafficking in Persons (12)
Prohibition of Child Trafficking	Yes		Article 1 of the Law on Combating Trafficking in Persons (12)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 1 of the Law on Combating Trafficking in Persons; Article 39 of the Child Law (12, 13)
Prohibition of Using Children in Illicit Activities	Yes		Articles 59 and 68 of the Child Law; Article 30 of the Law on Hallucinogenic Substances and Drugs (13, 14)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 24 of the Defense Force Act (15)
Compulsory Education Age	Yes	15	Article 1 of the Education Act (16)
Free Public Education	Yes		Article 7 of the Education Act (16)

* No conscription (15)

The minimum age protection in the Labor Law does not apply to children in certain sectors, such as domestic work.(10) However, some Government policies help prevent child labor in domestic work. For example, visa policies require that all individuals seeking to migrate to Bahrain for work be at least age 18. Similarly, children already in Bahrain as dependents of migrants cannot obtain work visas.(17)

Article 236 of the Penal Code penalizes commercial sexual exploitation. Because Article 32 of the Penal Code establishes the criminal responsibility age at 15, children ages 15 and older who are victims of commercial sexual exploitation may be liable as violating Article 236.(18, 19) However, it is standard practice in Bahrain in those situations for the children to be placed in a rehabilitation center and not be prosecuted.(17) Additionally, Articles 1.26 and 1.27 of Ministerial Order No. 23 of 2013 prohibit the employment of minors in bars and nightclubs, which are sectors particularly vulnerable to commercial sexual exploitation.(11) This reduces children's vulnerability to commercial sexual exploitation and the likelihood of prosecution.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Development	Enforce child labor laws, along with the Labor Market Regulatory Authority. Inspectors often take the lead role in initial mediation to resolve violations of the Labor Law.(1) Violations that are not resolved through mediation are referred to the Public Prosecutor's Office. Maintain a hotline to receive criminal complaints of child labor, including its worst forms.(1)
Labor Market Regulatory Authority	Issue work visas to ensure that individuals coming to Bahrain as migrant workers are at least age 18.(4) Enforce the Law on Combating Trafficking in Persons.(1) In 2015, launched a multilingual hotline to assist migrant workers.(20)
Police Department of the Ministry of the Interior	Enforce criminal laws that prohibit the worst forms of child labor in coordination with the Ministry of Labor and Social Development, the Ministry of Justice and Islamic Affairs and Endowments, and the Public Prosecutor's Office, as needed. Oversee the 12-person Criminal Investigations Directorate that investigates potential cases of human trafficking and commercial sexual exploitation.(21) Refer any identified child victims of human trafficking or illicit activities to the Center for Child Protection.(4) Maintain a hotline to receive criminal complaints of child trafficking.(22)
Public Prosecutor's Office	Prosecute all crimes related to child labor and human trafficking.(23)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Bahrain took actions to combat the worst forms of child labor.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	33 (4)	Unknown (1)
Inspectorate Authorized to Assess Penalties	Yes (24)	Yes (24)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (4)	Yes (1)
Number of Labor Inspections	11,000 (4)	Unknown (1)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (4)	Unknown (1)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	Unknown (1)
■ Number of Penalties Imposed That Were Collected	N/A	Unknown (1)
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (25)	Yes (25)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (22)	Yes (22)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

The Ministry of Labor and Social Development maintains a hotline to receive complaints on cases of child labor and child abuse. The hotline receives about 250 calls per year; however, it is not known how many of them were related to child labor.(1)

Bahrain

MINIMAL ADVANCEMENT

Criminal Law Enforcement

Research did not find information on whether criminal law enforcement agencies in Bahrain took actions to combat the worst forms of child labor.

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (1)
Number of Investigations	0 (22)	Unknown (1)
Number of Violations Found	0 (22)	Unknown
Number of Prosecutions Initiated	N/A	Unknown (1)
Number of Convictions	N/A	Unknown (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (4)	Yes (4)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the National Committee on Combating Human Trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee on Combating Trafficking in Persons	Coordinate policies and laws to combat human trafficking and organize educational and outreach campaigns to raise awareness on trafficking in persons.(26) Led by the Labor Market Regulatory Authority, other members include representatives from the Ministry of Labor and Social Development, the Ministry of the Interior, the Ministry of Justice and Islamic Affairs and Endowments, the Public Prosecutor, the Ministry of Information Affairs, the Ministry of Foreign Affairs, the <i>Shura</i> Council and the Council of Representatives' Affairs, and from NGOs.(1)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bahrain has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat Human Trafficking (2014–2015)	Supported the implementation of the Law on Combating Trafficking in Persons.(22)

Although the Government of Bahrain has adopted the National Action Plan to Combat Human Trafficking, research found no evidence of a policy to combat other worst forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Bahrain funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Protection Center†	Government center that provides treatment and counseling to child victims of abuse, including sexual exploitation.(27, 28) Receives referrals of child victims of human trafficking and commercial sexual exploitation from the Ministry of the Interior.(4)
Social Welfare Dignity Home†	Government program that provided services to homeless persons and beggars, including children.(27) Closed in December 2015.(1)

† Program was funded by the Government of Bahrain.

The Government opened the Migrant Worker Service Center and Shelter for adult victims of human trafficking, and transferred trafficking victims from the *Dar al Aman* Center for Domestic Abuse to the new shelter.(29)

The National Committee on Combating Human Trafficking accepted submissions for a national awareness competition focusing on the fair treatment of domestic workers.(20) Although the Government has implemented programs to assist victims of human trafficking, commercial sexual exploitation, and begging, research found no evidence of programs specifically aimed at protecting children engaged in domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bahrain (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law's minimum age provisions do not exclude children in certain sectors, including in domestic work.	2014 – 2015
	Ensure that the laws do not allow the prosecution of child victims of commercial sexual exploitation.	2010 – 2015
Enforcement	Collect and make publicly available data on the labor inspectorate funding; the number of labor inspectors; the training system; the number of inspections and whether they were conducted at worksites or via desk review only; the number of child labor violations and penalties imposed and collected; whether routine, targeted, and unannounced inspections were conducted; and whether there is a reciprocal referral mechanism between labor authorities and social services.	2009 – 2015
	Collect and make publicly available data on the training system for criminal investigators and the number of investigations, violations, prosecutions, and convictions.	2013 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including all its worst forms, such as commercial sexual exploitation.	2009 – 2015
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, such as commercial sexual exploitation.	2009 – 2015
Social Programs	Conduct a comprehensive study of children's activities to determine the extent to which children are engaged in or at risk for involvement in child labor, including the worst forms of child labor.	2009 – 2015
	Ensure universal access to education, particularly for stateless children.	2010 – 2015
	Develop programs to address the issue of child domestic work.	2014 – 2015

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In 2015, Bangladesh made a moderate advancement in its efforts to eliminate the worst forms of child labor. The Government published the results of the 2013 National Child Labor Survey and approved the Domestic Workers Protection and Welfare Policy which will set the minimum age for domestic work at 14 years. The National Child Labor Welfare Council as well as two Divisional Child Labor Welfare Councils met for the first time to discuss child labor elimination activities. However, children in Bangladesh are engaged in the worst forms of child labor, including in the production of bricks and forced child labor in the production of dried fish. The legal framework does not protect children working in informal economic sectors, including small farms and street work, where child labor is most prevalent. The law does not specify the activities and number of hours per week of light work that are permitted for children that are 12 and 13 years of age. The Government lacks the capacity to enforce child labor laws as the number of labor inspectors is insufficient for the size of Bangladesh's workforce and fines are inadequate to deter child labor law violations.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bangladesh are engaged in the worst forms of child labor, including in the production of bricks and forced child labor in the production of dried fish.(1-3) The Government published its 2013 National Child Labor Survey during the reporting period. The survey data show that 1,698,894 children ages 5 to 17 are engaged in legally prohibited child labor, while 1,751,475 children are engaged in permitted forms of work.(4) Table 1 provides key indicators on children's work and education in Bangladesh.

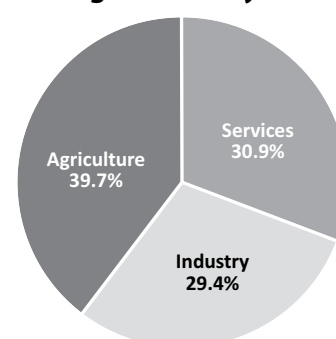
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.3 (1,326,411)
Attending School (%)	5-14 yrs.	81.2
Combining Work and School (%)	7-14 yrs.	6.8
Primary Completion Rate (%)		73.5

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey, 2013.(6) Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data.

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including harvesting and processing crops,* raising poultry, grazing cattle,* gathering honey,* and harvesting tea leaves* (4, 7-11)
	Fishing* and drying fish (4, 7, 8)
Agriculture	Harvesting and processing shrimp (10, 12, 13)

Bangladesh

MODERATE ADVANCEMENT

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Quarrying and mining, including salt† (4, 8, 14)
	Producing garments, textiles, jute textiles, leather,† footwear,† and imitation jewelry*† (8, 10, 15-19)
	Manufacturing bricks,† glass,† hand-rolled cigarettes (<i>bidis</i>),† matches,† soap,† steel furniture,† aluminum products,*† plastic products,*† and melamine products* (1, 3, 4, 8, 10, 18, 20, 21)
	Ship breaking† (10, 22, 23)
	Carpentry,* welding,*† and construction*† (4, 7, 10, 24)
Services	Domestic work (25-27)
	Working in transportation, pulling rickshaws,* and street work, including garbage picking, recycling,*† vending, begging, and portering (4, 7, 10, 14, 28)
	Working in hotels,* restaurants,* bakeries,*† and retail shops* (4, 10, 14, 18, 24)
	Repairing automobiles*† (10, 14, 24)
Categorical Worst Forms of Child Labor‡	Forced labor in the drying of fish and the production of bricks* (2, 11, 29-31)
	Forced begging* (31, 32)
	Use in illicit activities, including drug dealing* (11)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (10, 31, 33, 34)
	Forced domestic work (11, 31, 35)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Some Bangladeshi children are trafficked internally, and others are trafficked to India and Pakistan for commercial sexual exploitation.(31) Some children in Bangladesh work under forced labor conditions in the dried fish sector and in the production of bricks to help pay off family debts to local moneylenders.(29, 31) Children are forced to beg on the streets, including some who have been kidnapped by gangs.(32)

According to the National Education Policy, education is free and compulsory in Bangladesh through eighth grade, but several factors contribute to children not completing primary school, such as high student-teacher ratios and short school days of only 2 to 3 hours. The associated costs of education, including books and uniforms, also prevent many children from attending school.(4, 36)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Bangladesh has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 34 of the Bangladesh Labor Act (37)
Minimum Age for Hazardous Work	Yes	18	Sections 39–42 of the Bangladesh Labor Act (37)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Sections 39–42 of the Bangladesh Labor Act; Statutory Regulatory Order Number 65 (37, 38)
Prohibition of Forced Labor	Yes		Sections 370 and 374 of the Penal Code; Sections 3, 6, and 9 of the Prevention and Suppression of Human Trafficking Act (39, 40)
Prohibition of Child Trafficking	Yes		Sections 3 and 6 of the Prevention and Suppression of Human Trafficking Act; Section 6 of the Suppression of Violence Against Women and Children Act (40, 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 372 and 373 of the Penal Code; Sections 78 and 80 of the Children's Act; Section 3 of the Prevention and Suppression of Human Trafficking Act; Section 8 of the Pornography Control Act (39, 40, 42, 43)
Prohibition of Using Children in Illicit Activities	No		Section 79 of the Children's Act (42)
Minimum Age for Compulsory Military Service	N/A*		
Minimum Age for Voluntary Military Service	Yes	16, 17	Air Force and Army regulation titles unknown (44, 45)
Compulsory Education Age	Yes	11	Section 2 of the Primary Education (Compulsory) Act (46)
Free Public Education	Yes		Article 17 of the Constitution (47)

* No conscription (48)

The Bangladesh Labor Act excludes the informal economic sectors in which child labor is most prevalent, including domestic work, street work, and work on small agricultural farms with less than five employees.(37, 43, 49)

Although the labor law stipulates that children over 12 years of age may engage in light work that does not endanger their health or interfere with their education, the law does not specify the activities or the number of hours per week that light work is permitted.(37)

The use of children in pornographic performances is not criminally prohibited.(40, 43) The use of children in the production of drugs is not criminally prohibited.(42)

The 2010 National Education Policy raised the age of compulsory education from grade 5 (age 10) to grade 8 (age 14); however, until the legal framework is amended to reflect the new compulsory education age, the policy is not enforceable.(50, 51)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Inspection for Factories and Establishments, Ministry of Labor and Employment	Enforce labor laws, including those relating to child labor and hazardous child labor.(52)
Bangladesh Police	Enforce Penal Code provisions protecting children from forced labor and commercial sexual exploitation.(49, 53)
Bangladesh Labor Court	Prosecute labor law cases, including child labor law violations. Impose fines or sanctions against employers that violate labor laws.(54)
TIP Monitoring Cell of Bangladesh Police	Investigate cases of human trafficking, forced labor, and commercial sexual exploitation, including those involving children. Enforce anti-trafficking provisions of the Prevention and Suppression of Human Trafficking Act.(55)

Bangladesh

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Child Protection Networks	Respond to a broad spectrum of violations against children, including child labor. Comprises officials from various agencies with mandates to protect children, prosecute violations, monitor interventions, and develop referral mechanisms at the district and subdistrict levels between law enforcement and social welfare services.(7)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Bangladesh took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$2.9 million (52)	\$4.1 million (11)
Number of Labor Inspectors	194 (43)	284 (11)
Inspectorate Authorized to Assess Penalties	No (54)	No (54)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (11)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (43)	Yes (11)
Number of Labor Inspections	25,525 (43)	31,836 (43)
■ Number Conducted at Worksite	25,525 (43)	31,836 (43)
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	6 (54)	40 (43)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (54)	Unknown (54)
■ Number of Penalties Imposed That Were Collected	Unknown (54)	Unknown (54)
Routine Inspections Conducted	Yes (56)	Yes (11)
■ Routine Inspections Targeted	Yes (56)	Yes (11)
Unannounced Inspections Permitted	Yes (56)	Yes (11)
Unannounced Inspections Conducted	Yes (56)	Yes (11)
Complaint Mechanism Exists	Yes (52)	Yes (52)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (52)	No (52)

In 2015, the Department of Inspection for Factories and Establishments (DIFE) provided training to labor inspectors on building and fire safety, occupational safety and health, and labor laws, which included child labor laws.(11)

Although DIFE hired 90 additional labor inspectors during 2015, the number of labor inspectors is still insufficient for the size of Bangladesh's workforce.(11) According to the ILO standard of 1 inspector for every 40,000 workers in less developed economies, Bangladesh should employ about 2,000 inspectors to adequately enforce labor laws throughout the country.(57-59) Reports indicate that inspections rarely occur at unregistered factories and establishments, places where children are more likely to be employed.(12, 60)

The penalty of a \$62 fine for a child labor law violation is an insufficient deterrent.(7, 56) According to the Ministry of Labor and Employment, information on penalties imposed and fines collected resides with the labor courts; however, research did not reveal information about penalties.(54)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Bangladesh took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (61)	Yes (62)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	178 (63)
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (52, 61, 64)	Yes (52)

In 2015, the Ministry of Home Affairs, in coordination with IOM, UNICEF, and UNODC, conducted anti-human-trafficking training for law enforcement officials.(62)

The TIP Monitoring Cell of the Bangladesh Police reportedly has insufficient funds and staff to adequately address cases of child trafficking, forced child labor, and commercial sexual exploitation of children.(61)

The Bangladesh Police report that from February to December 2015 there were 982 cases of human trafficking and 1 conviction for crimes involving human trafficking. Disaggregated data for investigations and convictions involving child victims are not provided. (63) The police also report that 110 children were recovered from human trafficking during the same time period.(63)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Child Labor Welfare Council	Coordinate efforts undertaken by various government agencies to eliminate child labor and assess the implementation of the National Child Labor Elimination Policy provide advice. Chaired by the Ministry of Labor and Employment, comprises officials representing relevant government ministries, international organizations, child advocacy groups, and employer and worker organizations.(65) The Council held its first meeting in May 2015.(66)
Counter-Trafficking National Coordination Committee, Ministry of Home Affairs (MHA)	Coordinate government ministries involved in countering international and domestic human trafficking, including child trafficking.(55) Integrate the work of government agencies and international and local NGOs on human trafficking through bimonthly coordination meetings. Oversee district counter-trafficking committees, which oversee counter-trafficking committees for subdistricts and for smaller administrative units.(55, 64, 67)
Rescue, Recovery, Repatriation, and Integration Task Force, MHA	Coordinate Bangladesh and India's efforts to rescue, recover, repatriate, and reintegrate victims of human trafficking, particularly children. Liaise with various ministries, government departments, NGOs, and international organizations that assist trafficked children.(64, 68)

In 2015, Divisional Child Labor Welfare Councils in Chittagong and Rangpur met for the first time to discuss child labor elimination activities.(11)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bangladesh has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Child Labor Elimination Policy (NCLEP) (2010–2015)	Guides law making and policy making to eliminate the worst forms of child labor through interventions that will remove children from the worst forms of child labor and provide them with viable work alternatives.(69, 70)
Child Labor National Plan of Action (NPA) (2012–2016)	Identifies strategies for implementing and mainstreaming the NCLEP, including developing institutional capacity, increasing access to education and health services, raising social awareness, strengthening law enforcement, and creating prevention and reintegration programs.(71)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Sixth Five-Year Plan (2011–2015)	Includes the elimination of child labor as a Government priority and identifies the NCLEP and its NPA as the Government's central strategy to eliminate child labor.(72)
National Plan of Action to Combat Human Trafficking (2015–2017)†	Establishes goals to meet international standards and best practices for anti-human-trafficking initiatives, including prevention of human trafficking; protection of survivors and victims of human trafficking; legal justice for survivors and victims of human trafficking; development of advocacy networks; and establishment of an effective monitoring, evaluation, and reporting mechanism.(55)
National Labor Policy	Includes provisions on the prohibition of child labor in the informal and formal employment sectors in urban and rural areas. States that the Government will take necessary actions to ensure that children do not engage in hazardous labor and aims to create opportunities for children to access primary education.(73)
National Education Policy*	Specifies the Government's education policy, including pre-primary, primary, secondary, vocational and technical, higher, and non-formal education policies. Increases the compulsory age for free education to grade 8 (age 14).(51)
National Plan of Action for Education for All (2003–2015)	Includes provisions that target child laborers for non-formal basic education programs.(74)
National Skills Development Policy	Outlines a skills development program for legally working-age children as a means of contributing to a workplace free from child labor.(75)
National Policy for Children	Aims to mitigate child labor by implementing steps set out in the NCLEP strategies for eliminating child labor.(76)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the Government approved the Domestic Workers Protection and Welfare Policy, which will come into effect in 2016. (11, 77) The policy sets the minimum age for domestic work at 14 years; however, children between ages 12 and 13 can work as domestic workers with parental permission.(11) The policy, however, is not legally enforceable.(43)

During the year, the Government also approved the Seventh Five-Year Plan, which lays out actions to be taken by the Government to reduce child labor and eliminate the worst forms of child labor.(78)

In 2014, the Government drafted the National Corporate Social Responsibility Policy for Children that will provide guidance to businesses in the formal and non-formal sector on how to respect and protect the rights of children.(36, 79)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Bangladesh funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Eradication of Hazardous Child Labor, Phase III†	Three-year Government program that targets 50,000 children between ages 10 and 14 for withdrawal from hazardous labor through non-formal education and skills development training.(69, 80)
Services for Children at Risk Project†	Ministry of Social Welfare (MSW) 5-year program that provides integrated child protection services to children engaged in child labor, including its worst forms.(52) The program has provided services to 2,692 children, including non-formal education, skills development education, and livelihood training.(35)
Urban Social Protection Initiative to Reach the Unreachable and Invisible and Ending Child Labor	UNICEF, MSW, and the Ministry of Women and Children's Affairs (MWCA) 5-year project that provides conditional cash transfers and employment training, outreach and referral services, and social protection services for 500,000 children and 30,000 adolescents.(10, 81)
Reaching Out-of-School Children II (2012–2017)	\$130 million World Bank-funded, 6-year program that provides out-of-school children with non-formal education, school stipends, free books, and school uniforms. Students attend learning centers called Ananda Schools until they are ready to join mainstream secondary schools.(82) As of June 2015, the program has provided education to 546,000 poor children in 20,162 learning centers.(83)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Child Sensitive Social Protection Project (2012–2016)	UNICEF-funded MSW program to reduce abuse, violence, and exploitation of children and youth by improving access to social protection services.(52) Provides conditional cash transfers of \$26 each month for 18 months for underprivileged children to prevent them from working in child labor.(35) Services also include a stipend program for out-of-school adolescents.(84)
Enabling Environment for Child Rights	MWCA program, supported by UNICEF, that rehabilitates street children engaged in risky work. Supports 16,000 children in 20 districts through cash transfers.(36, 85) In 2015, the project launched a pilot initiative to provide 500 additional children in the Dhaka slums with assistance through mobile phone cash transfer.(85)
Primary Education Stipend Project, Phase III†	Ministry of Primary and Mass Education-implemented program that provides stipends to the children of poor families throughout Bangladesh in an effort to reduce child labor and mitigate the cost of education.(11)
Support Urban Slum Children to Access Inclusive Non-Formal Education	EU-funded program implemented by Save the Children to provide non-formal education to children in the urban slums of Dhaka and Chittagong and to mainstream students into the formal education system.(11)
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor Project	USDOL-funded, capacity-building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards; improve monitoring and enforcement of laws and policies related to child labor; develop, validate, adopt, and implement a National Action Plan on the elimination of child labor; and enhance the implementation of national and local policies and programs aimed at the reduction and prevention of child labor in Bangladesh.(66)
Expanding the Evidence Base and Reinforcing Policy Research for Scaling-up and Accelerating Action Against Child Labor	USDOL-funded research project implemented by the ILO in 7 countries, including Bangladesh, to accelerate country level actions to address child labor by collecting new data, analyzing existing data, building capacity of governments to conduct research in this area, and supporting governments, social partners and other stakeholders to identify areas of policy intervention against child labor.(86) The Government's Bangladesh Bureau of Statistics, in consultation with the ILO, drafted and published the National Child Labor Survey.(86)
Shelter Project†	MSW-administered support services for vulnerable people who have experienced violence, including human trafficking. Includes nine multipurpose shelters and eight crisis centers that provide services to women and children.(31, 52)
Child Help Line 1098	MSW-implemented and UNICEF-supported 24-hour emergency telephone line. Connects children at risk to social protection services.(87)
National Helpline Center†	National Helpline Center for Violence Against Women and Children-operated 24/7, toll-free hotline. Provides support and guidance to children involved in violent and hazardous situations.(52)
Vulnerable Group Development Program†	MWCA program that provides vulnerable families with food assistance and training in alternative income-generating opportunities.(70, 88, 89)

† Program is funded by the Government of Bangladesh.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bangladesh (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Ensure that the law's minimum age protections apply to children working in the informal sector, including in domestic work, on the streets, and in small-scale agriculture.	2009 – 2014
	Ensure that the law specifies the activities and the number of hours per week that children between ages 12 and 13 are permitted to perform light work.	2015
	Ensure that the law criminally prohibits the use of children in illicit activities, particularly in the production of drugs.	2015
Legal Framework	Ensure that the law criminally prohibits all offenses related to the sexual exploitation of children for pornographic performances.	2015
	Ensure that the legal framework reflects the policy that education is compulsory through grade eight and is consistent with the minimum age for work.	2012 – 2015

MODERATE ADVANCEMENT

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure effective enforcement of citations and penalties for labor law violations, including authorizing the inspectorate to assess penalties for child labor law violations.	2014 – 2015
	Publish information on the number of penalties that were issued for child labor law violations.	2012 – 2015
	Create referral mechanisms among relevant agencies to facilitate the provision of legal and social services to child laborers, including in the worst forms of child labor.	2013 – 2015
	Hire a sufficient number of labor inspectors for the size of Bangladesh's workforce.	2009 – 2015
	Ensure that labor inspections are conducted at unregistered factories and small businesses with sufficient frequency.	2013 – 2015
	Publish information on the enforcement of laws on the worst forms of child labor, including the number of investigators, the number of investigations, the number of prosecutions, the number of convictions, and penalties implemented.	2012 – 2015
	Provide police with sufficient resources to enforce violations involving human trafficking, forced labor, and the commercial sexual exploitation of children.	2014 – 2015
Policies	Integrate child labor elimination and prevention strategies into the National Education Policy.	2014 – 2015
Social Programs	Implement programs that seek to address the prohibitive fees associated with education.	2013 – 2015

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- 136

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Bangladesh

MODERATE ADVANCEMENT

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In 2015, Belize made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government provided training to enforcement officials on its trafficking in persons and commercial sexual exploitation legislation, both passed in 2013. However, children in Belize are engaged in child labor, including in the production of sugarcane, bananas, and citrus fruits, and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Important gaps in the country's legal framework remain. Belize does not set a minimum age of 14 for work for all sectors, and the country lacks a list of hazardous occupations that are prohibited for children. In addition, the Government does not appear to have programs that aim to reduce child labor in agriculture, a sector in which it remains prevalent.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Belize are engaged in child labor, including in the production of sugarcane, bananas, and citrus fruits. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1, 2) The 2013 Report of the National Child Activity Survey, conducted by the Government in collaboration with ILO-IPEC, estimates that 5,565 children work, of which 3,528 are engaged in child labor and 3,381 are engaged in hazardous work.(3) Over half of working children are employed in two industries, in agriculture and in trade and repairs.(3) Table 1 provides key indicators on children's work and education in Belize.

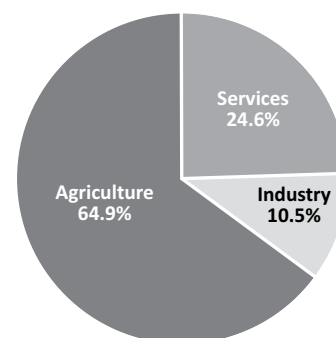
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	1.6 (1,405)
Attending School (%)	5-14 yrs.	94.5
Combining Work and School (%)	7-14 yrs.	1.2
Primary Completion Rate (%)		102.1

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from National Child Activity Survey, 2013.(5)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of beans,* bananas, citrus fruits, cereals,* corn,* rice,* sugarcane, papayas,* and vegetables* (3, 6-11)
	Fishing,* including for fish,* lobster,* and conch* (3)
	Butchering or livestock raising,* including poultry* and cattle* (3)
Industry	Construction,* carpentry,* masonry,* wood carving* (3)
	Quarrying,* activities unknown (11)
Services	Street vending* (8)
	Retail vending* (3)
	Farm work,* yard work,* including chopping, using lawnmowers and machetes (3)
	Seamstressing* (3)
	Working and cooking in food service,* including wielding large mixers and grills (3)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Auto repair* (3)
	Pumping gas* (3)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 2, 9-14)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




Agricultural work and street vending are reported to often take place in the company of parents.(8-10) The 2013 Report of the National Child Activity Survey estimated that 60 percent of working children engage in hazardous work, primarily in craft and trade, or in elementary occupations, such as yard cleaning, construction, farm or kitchen help, or common labor.(3) According to the 2013 Report of the National Child Activity Survey, the majority of children in hazardous work are boys, ages 14 to 17 years old, who reside in rural areas.(3)

Some reports indicate that some children working in the agricultural sector may be vulnerable to human trafficking or forced labor. (2) Children's access to education is sometimes hindered when schools charge fees and parents must pay for textbooks, uniforms, and meals.(12, 15, 16)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Belize has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12	Articles 54, 164, and 169 of the Labor Act; Articles 2 and 3 of the Shops Act (17, 18)
Minimum Age for Hazardous Work	Yes	14	Articles 2 and 7 of the Families and Children Act; Articles 2 and 164 of the Labor Act (17, 19)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 8 of the Constitution; Articles 157 and 158 of the Labor Act (17, 20)
Prohibition of Child Trafficking	Yes		Articles 11–14 of the Trafficking in Persons (Prohibition) Act, 2013; Article 9 of the Commercial Sexual Exploitation of Children (Prohibition) Act, 2013; Articles 49–51 of the Criminal Code (21-23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 2, 11, 13, and 14 of the Trafficking in Persons (Prohibition) Act, 2013; Articles 2–9 of the Commercial Sexual Exploitation of Children (Prohibition) Act, 2013; Articles 49–51 of the Criminal Code (21-23)

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 16 of the Defense Act (24)
Compulsory Education Age	Yes	14	Articles 2 and 59 of the Education and Training Act; Articles 2 and 34 of the Education Act (15, 25)
Free Public Education	Yes		Article 70 of the Education and Training Act; Article 45 of the Education Act (15, 25)

* No conscription.(26)

Article 169 of the Labor Act sets the general minimum age of employment at 12 years, which does not conform to international standards.(17, 27) However, Article 3(1) of the Shops Act sets the minimum age at 14 for work in wholesale or retail trade or business.(18)

Belizean law is not consistent with international standards on hazardous work. Under Article 164 of the Labor Act, children under age 14 are prohibited from working in industrial undertakings.(17) In Article 2 of the Labor Act, industrial undertakings include activities such as mining, manufacturing, and construction.(17) Although Article 7 of the Families and Children Act prohibits children under age 18 from being employed or engaged in any activity that may be detrimental to their health, education, or mental, physical, or moral development, Belizean law does not specify which activities are included in this; however, this article is subject to the Labor Act, which explicitly permits children over age 14 to work in industrial undertakings.(19) Research determined that Belizean law lacks a list of comprehensive activities that are prohibited for all children under age 18.

The Commercial Sexual Exploitation of Children (Prohibition) Act and the Criminal Code prohibit all forms of child sexual exploitation, with the former explicitly prohibiting child pornography.(22, 23) Article 3(2) of the Commercial Sexual Exploitation of Children (Prohibition) Act, however, permits consensual sex with a child age 16 or 17, including cases in which a person gives or promises remuneration, gifts, goods, food, or other benefits. This provision leaves these children vulnerable to the worst forms of child labor.(22, 28) Research could not determine whether laws prohibit the use of children in specific illicit activities, such as drug trafficking.(29)

Although Article 70 of the Education and Training Act and Article 45 of the Education Act make primary and secondary education tuition-free in Belize, schools may charge fees, with the approval of the chief education officer.(15, 25)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Local Government, and Rural Development	Identify cases and enforce laws related to child labor and hazardous child labor through its Labor Department.(6, 10, 11)
Ministry of Human Development and Social Transformation, Department of Human Services	Receive referrals for child labor cases; train immigration officials, labor inspectors, and the Belize Police Department (BPD) in making referrals; and handle human trafficking cases.(6, 9, 30) Provide victims with welfare services, including medical and social services and counseling assistance.(11, 31)
BPD	Investigate cases of commercial sexual exploitation and human trafficking through its Sexual Offense and Family Violence Units.(6, 7, 9)
Office of the Director of Public Prosecution	Prosecute criminal offenses, including cases of commercial sexual exploitation and human trafficking.(32)

Belize

MINIMAL ADVANCEMENT

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Belize took actions to combat the worst forms of child labor.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (10, 33)	Unknown (11)
Number of Labor Inspectors	26 (10)	24 (11)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown (11)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown (11)
■ Training on New Laws Related to Child Labor	N/A	N/A (11)
■ Refresher Courses Provided	Unknown	Yes (11)
Number of Labor Inspections	1,800 (31)	Unknown* (11)
■ Number Conducted at Worksites	Unknown	Unknown (11)
■ Number Conducted by Desk Reviews	Unknown	Unknown (11)
Number of Child Labor Violations Found	0 (10)	Unknown (11)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (10)	Unknown (11)
■ Number of Penalties Imposed That Were Collected	Unknown (10)	Unknown
Routine Inspections Conducted	Yes (10)	Yes‡ (10)
■ Routine Inspections Targeted	Yes (10)	Yes‡ (10)
Unannounced Inspections Permitted	Yes (10)	Yes‡ (10)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (10)	Yes‡ (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes	Yes (11)

* The Government does not make this information publicly available.

‡ Data are from January 1 to December 31, 2014.

In 2015, the Labor Department employed 24 labor inspectors in 9 offices throughout the country, a decrease from 26 inspectors in 10 offices in 2014.(9-11) The budget allocated to the Labor Department for the reporting period was \$841,666, an increase from \$765,000 in 2014; however, the exact amount dedicated to labor inspections is unknown.(11, 31) Labor inspectors conduct both routine- and complaint-driven labor inspections, but information on the number of complaints is not available. Reports indicate that labor inspections in rural, agricultural areas were hampered by a lack of resources, including vehicles and fuel.(10)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Belize took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (10)	Unknown (11)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (10)	N/A (11)
■ Refresher Courses Provided	Yes (10)	Yes (11)
Number of Investigations	Unknown	Unknown (11)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	0 (30)
Number of Convictions	0 (34)	0 (30)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (11)

In 2015, the Office of the Director of Public Prosecution employed nine criminal prosecutors, a number reported to be insufficient to effectively investigate all criminal offenses in the country, including the worst forms of child labor.(32)

In 2015, the 24 labor inspectors of the Labor Department worked with the BPD to enforce criminal laws on the worst forms of child labor.⁽¹¹⁾ The BPD investigated seven new human trafficking cases involving six individuals, four of whom were children.⁽³⁰⁾ No prosecutions and no convictions were documented during the reporting period.⁽³⁰⁾ As of 2015, the ILO Committee of Experts on the Application of Conventions noted that no human trafficking convictions have been made since 2005.⁽³⁴⁾ Reports indicate that criminal investigators and police officers lacked sufficient resources, including vehicles, to effectively investigate violations of criminal law, including the worst forms of child labor.⁽³²⁾

The Women's Department of the Ministry of Human Development, Social Transformation and Poverty Alleviation provided training on human-anti-trafficking during the reporting period.⁽¹¹⁾ It worked with a local NGO, the Child Development Foundation, to provide training on child abuse and protection to 101 frontline officers, including police, labor, immigration, and social workers.⁽¹¹⁾ In addition, the International Law Enforcement Academy provided a 5-day training for 8 police officers on Trafficking in Persons and Child Exploitation.⁽³⁰⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Child Labor Committee	Coordinate efforts between ministries to combat child labor and implement the National Child Labor Policy. Led by the Ministry of Labor and 14 government and civil society members. ^(6, 7, 27)
Anti-Trafficking in Persons Council	Identify and rescue human trafficking victims, train law enforcement officials, and educate the public about the commercial sexual exploitation of children. Led by the Vice Minister of Human Development and Social Transformation and includes 12 other government agencies and civil society organizations. ^(2, 6, 7, 33)
National Committee for Families and Children	Promote, monitor, and evaluate Belize's compliance with its national and international commitments to children, including the UN CRC, which includes protections against the commercial sexual exploitation of children and the use of children in illicit activities, such as drug trafficking. ⁽³¹⁾

The National Child Labor Committee is responsible for implementing the National Child Labor Policy;⁽²⁷⁾ however, research could not determine whether the committee has convened during the reporting period.⁽¹¹⁾

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Belize has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Child Labor Policy	Establishes a rights-based framework to eradicate child labor. Focuses on priority areas that include strengthening current child labor laws, creating new legislation to address existing gaps, and providing educational assistance to children who have been or who are currently engaged in child labor. ^(7, 35) Promotes awareness and advocacy efforts, the strengthening of government institutions and services, and the training of labor officers to identify and provide care to children engaged in child labor. ^(7, 27, 35)
Anti-Trafficking in Persons Strategic Plan of Action (2013–2015)	Charts a human rights, victim-centered approach to human trafficking that focuses on prevention, protection, and prosecution. Developed in 2012 with the IOM. Defines the roles and responsibilities of the constituent members of the Anti-Trafficking in Persons Council. ⁽²⁾
CARE Model	Coordinates the protection, care, and monitoring of sexually exploited and trafficked children. Outlines the role of the Department of Human Services and the BPD in receiving allegations of commercial sexual exploitation of children, makes referrals to other agencies for services, and protects children from future exploitation. ^(6, 33)
National Plan of Action for Children and Adolescents (2004–2015)	Calls for the revision of child labor legislation and includes the following three aims: (1) to establish protocols to improve interagency coordination, (2) to increase institutional capacity to enforce legislation, and (3) to strengthen child labor prevention programs, including the creation of awareness-raising campaigns. Prioritizes child labor issues, including the worst forms of child labor. ^(2, 36, 37)
National Development Framework, Horizon 2030*	Promotes economic growth and national well-being. Recognizes education as a basic human right and ensures access to quality education up through secondary school. ^(38, 39)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Ministry of Education, Early Childhood Development Policy (2011–2015)	Promotes the rights of children, from conception to age 8, and provides support to all primary caregivers. Aims to develop innovative programs that target families of child laborers, particularly those engaged in the worst forms of child labor, and to ensure those children attend school.(40)
Ministry of Education, Belizean Education Sector Strategy (2011–2016)*	Aims to improve the quality and accessibility of education by focusing on retention rates, years of attendance, and teacher training. Stems from collaboration among the Ministry of Education, the Caribbean Development Bank, and other educational stakeholders.(41)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration	Aims to strengthen regional cooperation to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by Belize at the XX Regional Conference on Migration in Mexico City (November 2015).(42, 43) In 2015, the Government of Belize participated in two meetings with the Ad Hoc Group on Migrant Children and Adolescents of the Regional Conference on Migration to identify ways for member states to increase protections for underage migrants and refugees. These meetings promoted the exchange of information on migrant children's rights and experiences, the guiding principles relating to migration, and the holistic protection of children and adolescents.(44)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Belize funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Building Opportunities for Our Social Transformation Program (2011–2015)†	Government-run, conditional cash transfer initiative to reduce poverty, funded in part by the World Bank, provides monetary incentives for families that comply with program requirements.(7, 45) Families must ensure that children ages 5 to 17 maintain an annual school attendance record of 85 percent.(6, 7, 45, 46) Program continued to expand in the southern most districts during 2015.(47)
Primary School Completers Subsidy Program†	Government-funded education program, increases school enrollment by providing families with cash subsidies, contingent upon children completing primary education.(7, 10, 48)
Certification of Primary School Teachers Program†	Countrywide teacher training program, improves quality of instruction, school attendance, and completion rates.(7)
Special Envoy for Women and Children Outreach Program†	Special Envoy for Women and Children campaign, raises awareness of the commercial sexual exploitation of children; includes hosting conferences and producing public service messages.(9, 10)
Global Action Program on Child Labor Issues Project (2011–2017)	USDOL project, established by the Hague Global Child Labor Conference in 2010 and implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016. Aims to improve evidence base on child labor through data collection and research.(49)
UNICEF Country Program (2013–2016)	UNICEF program to advance the rights of children by building institutional capacity to reduce disparities and inequalities, promote early childhood development, and increase educational opportunities. Geographic areas of focus include southern Belize and the south side of Belize City.(50)
Make Your Child Count Birth Registration Campaign (2011–2015)	UNICEF project that encourages parents to register children at birth to facilitate their access to education and health benefits.(10, 51)

† Program is funded by the Government of Belize.

Although the Government of Belize has a program to address the commercial sexual exploitation of children, research found no evidence that the Government has carried out programs to assist children working specifically in agriculture. The Government continues to face budgetary constraints for social programs that address child labor, and poverty remains high.(9)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Belize (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure the law prohibits commercial sexual exploitation with children ages 16 and 17.	2013 – 2015
	Ensure the minimum age for work is 14 in all sectors.	2013 – 2015
	Adopt a list of hazardous occupations and activities prohibited for children and ensure that all children under age 18 are prohibited from engaging in hazardous work.	2009 – 2015
	Ensure that laws prohibit the use of children in specific illicit activities, such as drug trafficking.	2013 – 2015
Enforcement	Ensure that law enforcement agencies have sufficient resources to conduct labor inspections and criminal investigations.	2009, 2011 – 2015
	Make information publicly available on enforcement efforts to combat the worst forms of child labor, including the number of trainings, complaints, criminal investigations, convictions, and penalties.	2009 – 2015
	Make information publicly available on labor inspectorate responsibilities, including authority to assess penalties and conduct unannounced inspections, number of labor inspections conducted, and child labor violations found.	2015
Coordination	Conduct regular meetings of the National Child Labor Committee and develop concrete goals for the committee.	2015
Government Policies	Integrate child labor elimination and prevention strategies into national education and development policies.	2012 – 2015
Social Programs	Increase access to education by eliminating all fees and by providing textbooks, uniforms, and meals.	2011 – 2015
	Develop new programs aimed at reducing the worst forms of child labor, including in agriculture and commercial sexual exploitation.	2009 – 2015

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In 2015, Benin made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed an amendment to the Child Code, containing provisions on labor exploitation, the sale or possession of child pornography, and begging. The Government hired 31 new labor inspectors, trained criminal law enforcement officials, and initiated a birth registration awareness-raising campaign. However, children in Benin are engaged in child labor, including in agriculture, particularly in the production of cotton, and in the worst forms of child labor, including in domestic work. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. The national action plan pertaining to the worst forms of child labor remains unfunded, and social programs to combat child labor are insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Benin are engaged in child labor, including in agriculture, particularly in the production of cotton.(1-3) Children are also engaged in the worst forms of child labor, including in domestic work.(4-6) Table 1 provides key indicators on children's work and education in Benin.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	20.9 (680,004)
Attending School (%)	5-14 yrs.	71.0
Combining Work and School (%)	7-14 yrs.	16.3
Primary Completion Rate (%)		76.3

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2011–2012.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cotton† and cashew nuts*† (3, 9, 10)
	Capturing,* cleaning,* and descaling fish*† (1, 11, 12)
	Raising livestock*† (11)
Industry	Collecting,*† crushing,*† washing,*† and sieving stonest for gold mining*† and gravel*† and granite quarrying† (5, 13-15)
	Construction, including brickmaking*† (1, 6, 12, 15)
Services	Domestic work† (1, 2, 5, 6, 15-18)
	Working as mechanic† and in the transportation industry*† (1, 13, 15)
	Street vending,† including gasoline* (1, 13, 15)
	Dressmaking*† and carpentry*† (1, 11)
Categorical Worst Forms of Child Labor‡	Begging*† (1, 6)
	Forced labor in domestic work, construction,* mining,* fishing,* granite quarrying, and agriculture,* including in the production of cotton, each sometimes as a result of human trafficking* (1, 2, 5, 6, 10, 14, 16, 17, 19)
	Forced begging* (2, 20, 21)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* sometimes as a result of human trafficking* (2, 4, 6, 22)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Benin is a source, transit, and destination country for trafficked children. Children are trafficked mostly within Benin but also to other West and Central African countries, primarily Gabon, Nigeria, and the Republic of Congo.(23) Children are trafficked for domestic work and commercial sexual exploitation, as well as to work in vending, farming, stone quarries, and handicraft activities.(5, 16, 24-26)

Through the system of *vidomegon*, girls as young as age 7 are sent to relatives or strangers to work as domestic workers in exchange for food, housing, and schooling. In practice, some of these girls receive care and an education; however, many become victims of labor exploitation and sexual abuse.(1, 5, 6, 16, 23) In Northern Benin, some boys placed in the care of Koranic teachers for the purpose of education are forced by their teachers to beg on the street or to work in fields; they must then surrender the money they have earned to their teachers.(6, 20, 21)

A study conducted by ILO-IPEC in 2013 found 2,553 children working in 102 surveyed mines and quarries across Benin.(14) Children who work in quarries are subject to long working hours and to physical injuries and illnesses from dynamite explosions, falling rocks, collapsing quarry walls, and dust inhalation.(13, 14, 27) A UNICEF study of three markets in Benin revealed more than 7,800 children working in the markets, mainly as street vendors. Children working in markets are exposed to injuries and sexual and physical abuse.(6, 28)







Although the constitution guarantees free compulsory primary education by law, in practice, some parents are expected to pay school fees for registration, uniforms, books, and materials.(1, 4, 16, 29) This may make children more vulnerable to child labor, including its worst forms. In addition, evidence suggests that incidences of physical, psychological, and sexual abuse, including corporal punishment and rape of students by teachers, prevent some children from remaining in school.(6, 22, 30, 31) Children with disabilities had no access to the regular education system.(1)

The Government has been working with UNICEF to establish new civil registration centers in smaller towns and neighborhoods and, in January 2015, initiated a 2-week national birth registration awareness campaign; however, some children in Benin continued to be unregistered.(6, 23, 32) Unregistered children may have difficulty accessing services, such as education.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Benin has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 166 of the Labor Code; Article 210 of the Child Code (33, 34)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the Hazardous Occupation List (35)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Hazardous Occupation List (35)
Prohibition of Forced Labor	Yes		Articles 3 and 303 of the Labor Code; Article 4 of the Law Relating to the Transportation and Trafficking of Minors; Article 212 of the Child Code (33, 34, 36)
Prohibition of Child Trafficking	Yes		Articles 3 and 303 of the Labor Code; Articles 6 and 22 of the Law Relating to the Transportation and Trafficking of Minors; Article 212 of the Child Code (33, 34, 36)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3 of the Law on the Prevention and Repression of Violence Against Women and Children; Article 4 of the Law Relating to the Transportation and Trafficking of Minors; Articles 212 and 378 of the Child Code (34, 36, 37)
Prohibition of Using Children in Illicit Activities	Yes		Article 212 of the Child Code; Article 4 of the Law Relating to the Transportation and Trafficking of Minors (34, 36)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 6 of Law 2005-43(38)
Minimum Age for Voluntary Military Service	Yes	18	Article 6 of Law 2005-43(38)
Compulsory Education Age	Yes	11‡	Article 24 of Act No. 2003-17(39)
Free Public Education	Yes		Article 13 of the Constitution; Article 114 of the Child Code (34, 40)

‡ Age calculated based on available information (39)

Benin's Child Code is a compilation of existing legislation related to children's rights, education, protection, labor, and health. In January 2015, the Government passed an amendment to the Child Code containing provisions regarding offenses involving minors, including labor exploitation, the sale or possession of child pornography, and begging.(34) The amendment also prohibits using, procuring, or offering children for the production and trafficking of drugs, as defined by international standards regarding the worst forms of child labor.(34)

Article 22 of the Law Relating to the Transportation and Trafficking of Minors prescribes penalties—6 months to 2 years of imprisonment—or fines for human trafficking crimes involving labor exploitation. These punishments are neither sufficiently stringent nor commensurate with the punishments prescribed for other serious crimes, such as rape.(2, 36) A revised Labor Code, which proposes to increase the penalties for child labor violations and to increase the minimum age of employment to age 15, has been developed.(41) Research did not find information indicating whether the revised Labor Code had been approved in 2015.

Beninese children are required to attend only 6 years of primary school, through age 11.(1, 42) Since the minimum age for children to work is 14, children ages 12 and 13 are particularly vulnerable to the worst forms of child labor, as they may have completed primary school but are not legally permitted to work.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Civil Service's Office of Labor	Enforce labor laws and investigate Labor Code infractions, including those related to child labor.(1, 4, 22, 43)

Benin

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Interior's Central Office for the Protection of Minors (OCPM), under the Criminal Police Department	Enforce criminal laws related to the protection of minors, including the worst forms of child labor.(2, 4, 6, 22)
Ministry of Family, Social Affairs, and National Solidarity (MFSN)	Provide support to victims of child labor and human trafficking.(6, 22) In the case of the Directorate of the Family, Children, and Adolescence, tasked with implementing assistance and social reinsertion programs for children in difficult situations.(1, 4, 6, 15)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Benin took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (32)
Number of Labor Inspectors	56 (32)	87 (32)
Inspectorate Authorized to Assess Penalties	Yes (2)	Yes (32)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (32)	Unknown (32)
■ Training on New Laws Related to Child Labor	No (32)	No (32)
■ Refresher Courses Provided	No (32)	Unknown (32)
Number of Labor Inspections	Unknown	Unknown (32)
■ Number Conducted at Worksite	Unknown	Unknown (32)
■ Number Conducted by Desk Reviews	Unknown	Unknown (32)
Number of Child Labor Violations Found	4 (32)	Unknown (32)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown (32)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown (32)
Routine Inspections Conducted	Unknown	No (32)
■ Routine Inspections Targeted	Unknown	Unknown (32)
Unannounced Inspections Permitted	Yes (32)	Yes (32)
Unannounced Inspections Conducted	Unknown	Unknown (32)
Complaint Mechanism Exists	Yes (32)	Yes (32)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (32)	Yes (32)

In 2015, Ministry of Labor personnel were employed in 12 departments across Benin to ensure the application of labor laws, including those on child labor.(32) In November, the Ministry of Labor hired 31 additional labor inspectors, 25 labor controllers, and 5 labor administrators.(32) According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, the Government of Benin should employ approximately 92 inspectors to adequately enforce labor laws throughout the country.(44-46) The labor inspectorate lacks material and financial resources to effectively conduct inspections.(2, 6) There is no formal or informal mechanism to coordinate enforcement actions between the Ministry of Labor and Civil Service and the Ministry of Interior's Central Office for the Protection of Minors (OCPM).(47) Additionally, UNICEF reports that child rights laws, including child labor laws, are often not enforced.(48)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Benin took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (23)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (32)	Unknown (32)
■ Refresher Courses Provided	Unknown	Yes (23)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Investigations	4 (32)	Unknown (32)
Number of Violations Found	4 (32)	Unknown (32)
Number of Prosecutions Initiated	Unknown	Unknown (32)
Number of Convictions	Unknown	Unknown (32)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (22, 49)	Yes (32)

In 2015, the Government of Benin worked with UNICEF to provide training to 60 press and radio journalists on child labor and human trafficking.(23) The Government also collaborated with *Terre des Hommes* to train police officers, social assistants, journalists, and local NGOs in Benin on the identification and reintegration of migrant children and to provide similar trainings for community workers both in Benin and in Nigeria.(23) In 2015, senior police officials learned about child trafficking as part of their police academy training, and judges and other officials in charge of child protection participated in anti-trafficking in persons trainings in Benin or abroad.(23)

The Government does not maintain comprehensive records of criminal enforcement for all agencies. OCPM reported handling 49 child trafficking cases and 12 exploitive child labor cases in 2015, involving 12 suspected traffickers.(23) OCPM also reported rescuing and providing shelter to 131 child trafficking victims in 2015.(23, 32). Additionally, in 2015, *gendarmes* arrested a trafficker for bringing two girls to a village in Nigeria to work as domestic servants.(23) Despite these efforts, OCPM remained understaffed; underfunded; and without adequate office supplies, transportation, and fuel to enforce laws effectively and to provide victims with immediate assistance.(2, 6, 32) The police lacked the transportation resources to investigate human trafficking cases and the tools with which to maintain database records.(23) Court officials were also unable to maintain database records on trafficking in persons and lacked the personnel and infrastructure to efficiently prosecute cases.(23)

In 2015, the Ministry of Family developed an integrated database to include information that would allow for the identification of children in need of special protection and information related to violence against women and children.(23)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Executive Committee to Combat Child Labor	Provide policy guidance; approve programs; and coordinate, monitor, and evaluate efforts to combat child labor in Benin.(4, 6) Led by the Ministry of Labor and Civil Service. Comprises delegates from multiple Beninese ministries, UNICEF, ILO, trade unions, and NGOs.(4, 22, 41) In 2015, the National Executive Committee to Combat Child Labor met once to coordinate and evaluate existing child labor programs in Benin.(47)
National Monitoring and Coordination Working Group for Child Protection (CNSCPE)	Implement, coordinate, and monitor government efforts on child protection. Chaired by MFSN and comprises five technical committees, including a committee for human trafficking and labor exploitation.(41) Each committee has an action plan and proposes activities to the CNSCPE.(50) Includes 40 members from sector-based ministries, NGO networks, international technical and financial partners, and bilateral partners.(50, 51) The CNSCPE did not meet during the reporting period.(23)
Departmental Monitoring and Coordination Working Group for Child Protection	Coordinate, monitor, and evaluate efforts on child protection at the departmental level. Comprises six departmental committees that identify child protection activities. Compile and analyze the data gathered and report it to the CNSCPE.(12, 52)
National Commission on Children's Rights	Coordinate and promote efforts on children's rights at the national level. Chaired by the Ministry of Justice. Comprises delegates from multiple other ministries and representatives of civil society groups, who are appointed by the Minister of Justice.(6)Met during the reporting period.(53)

The mandates of the National Executive Committee to Combat Child Labor, the National Monitoring and Coordination Working Group for Child Protection, and the National Commission on Children's Rights overlap and are a source of confusion.(6, 48) In addition, although there is an information management system at the national level, data are rarely analyzed or used to affect implementation on the ground.(48, 53)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Benin has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor (NAP) in Benin (2012–2015)	Aims to improve child labor by conducting awareness-raising campaigns; increasing access to education and training; reducing socioeconomic vulnerabilities through livelihood strategies; increasing enforcement efforts; strengthening protection and monitoring measures for victims of exploitive child labor; and harmonizing the legal sector by ensuring that judges, police officers, and labor inspectors have access to and understand pertinent laws related to child labor.(4, 54) The Government publicized and disseminated NAP and began work to harmonize legislation related to the worst forms of child labor.(41, 55) The Ministries of Labor, Justice, and Family and National Solidarity conduct activities under NAP that are also included in each ministry's 2015 activity plans.(55)
Bipartite Declaration to Combat Child Labor Between the Government of Benin and the Beninese Worker Associations	Pledges to promote efforts to reduce the worst forms of child labor and to collaborate at all levels with all parties concerned with combating child labor.(56)
Action Plan to Eradicate Child Exploitation in Markets	Aims to eliminate the worst forms of child labor in the major markets of Benin, including Dantokpa in Cotonou, Ouando in Porto-Novo, and Arzèkè in Parakou, and to strengthen child labor laws, raise awareness of child labor in markets, and create social programs for children rescued from labor exploitation in the targeted markets.(57, 58)
Benin and Nigeria Joint Committee to Combat Child Trafficking	Aims to reinforce border security measures and repatriate victims of human trafficking between Benin and Nigeria.(59, 60)
Anti-Trafficking Accord Between the Republic of Benin and the Republic of the Congo	Targets the identification, prevention, and rehabilitation of cross-border trafficked children between Benin and the Republic of the Congo. Includes components for monitoring and evaluation, and for conducting cross-border investigations.(61, 62)
National Policy for Child Protection (2014–2025)	Aims to improve child protection in Benin. Includes components to improve school feeding programs and to combat the worst forms of child labor, with a focus on child trafficking.(57, 63) Implemented by MFSN.(57, 63)
Decent Work Country Program (2010–2015)	Identifies three objectives of decent work: (1) promoting social dialogue, (2) creating jobs and guaranteeing rights at work for vulnerable populations, and (3) extending social protection.(64) Includes, as an outcome, improving the operational environment for the elimination of child labor and its worst forms. Led by the Ministry of Labor and Civil Service's Office of Labor and supported by the ILO.(64)
Education Sector Action Plan (2006–2015)*	Aims to reduce poverty and improve access to primary education, especially for girls. Overseen by the Ministry of Education.(65)
Poverty Reduction Strategy Paper PRSP (2011–2015)*	Aims to improve free universal primary education, education quality, student retention rates, provision of social services, and vocational training and microfinance for youth and women. Led by the Ministry of Development and Economic Analysis and supported by international donors.(66)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, the National Action Plan to Eliminate the Worst Forms of Child Labor in Benin remained unfunded.(53, 57)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Benin funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Strengthening Social Dialogue as an Effective Tool to Address the Worst Forms of Child Labor (2012–2015)	Government of Ireland-funded, 3-year, \$760,883 project to combat child labor through social dialogue.(67)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Irish Aid-ILO Partnership Program Phase II (2014–2015)	Government of Ireland-funded, 3-year, \$798,913 project to combat child labor in stone-breaking. Aimed to improve decent working conditions for women in Benin's stone-breaking cooperatives and associations by providing equipment that is safer and more productive, thereby increasing women's earning potential and decreasing the need for child labor.(68, 69)
Understanding Children's Work–Action Against Child Labor (2015–2017)	Government of Canada-funded, 3-year, \$334,106 project to combat child labor by supporting data collection and policy efforts related to children's work and youth employment.(70)
MFSN Social Promotion Centers†	Government program that provides food, shelter, education, and vocational training to vulnerable children, including victims of labor exploitation. MFSN operates 85 centers located throughout the country, which provided services to 131 trafficking victims in 2015.(2, 6, 22)
Transit Center for Children	OCPM facility used as interim care facility for human trafficking survivors prior to their placement in a long-term shelter.(22, 41)
Awareness-raising campaign†	Government-implemented human trafficking campaigns.(2)
Ministry of Mines' Social Services†	Business management training offered to families, particularly women, involved in mining and quarrying. Also, protection equipment, including boots and gloves, provided to mining craftsman in three cities.(41, 57)
Vocational School Program for Survivors of Child Trafficking†	MFSN program, implemented with UNICEF. Maintains a vocational school program to train survivors of child trafficking in a trade.(41, 53)
Benin Global Partnership for Education Program (2014–2017)	Approximately \$42.3-million, World Bank-funded project that aims to improve access and equity to quality basic education in highly impoverished districts in Benin. Primary completion rate in targeted districts increased to 52.5 percent in 2015 from 40.4 percent in 2011.(71)
Second Chance Schools (2013–2015)	USAID-funded, \$3.5-million, 4-year project, which ended in October, 2015. Promoted alternative approaches to basic education by providing out-of-school children with basic literacy, numeracy, and life skills.(53, 72, 73)

† Program is funded by the Government of Benin.

Although the Government of Benin has implemented programs to protect children from human trafficking and participated in programs focused on child labor in quarrying and mining, research found no evidence that the Government has conducted programs to assist children engaged in other worst forms of child labor, including in domestic work, commercial sexual exploitation, or agriculture.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Benin (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Create meaningful penalties for human trafficking crimes involving labor exploitation.	2014 – 2015
	Raise the compulsory education age to be equivalent to the minimum age for work.	2009 – 2015
Enforcement	Provide training on the worst forms of child labor to labor law enforcement officials.	2013 – 2015
	Increase resources, the number of labor inspectors, and criminal investigators to enforce laws against child labor and provide immediate victim assistance.	2009 – 2015
	Make publicly available information on labor inspection funding; the number and type of labor inspections conducted; whether routine inspections are targeted; and the number of labor and criminal law inspections and investigations, prosecutions, convictions, and penalties related to child labor, including its worst forms.	2009 – 2015
	Strengthen the labor inspectorate by initiating routine inspections rather than performing inspections solely based on complaints received.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Establish a mechanism to coordinate enforcement actions between labor and criminal law enforcement agencies.	2015
	Increase the resources available to law enforcement officials to efficiently track child labor cases.	2015
Coordination	Ensure the Departmental Monitoring and Coordination Working Group for Child Protection carries out its responsibilities related to the worst forms of child labor.	2013 – 2015
	Take measures to coordinate efforts at the national level to eliminate duplicative activities, committees, and actors at the local level.	2013 – 2015
	Analyze the data received from national information management systems and disseminate results nationwide.	2013 – 2015
Government Policies	Fund and implement the NAP.	2010 – 2015
	Integrate child labor elimination and prevention strategies into the Education Sector Action Plan and the PRSP.	2010 – 2015
Social Programs	Increase access to education by: <ul style="list-style-type: none"> ■ Eliminating school-related fees, ■ Ensuring school administrators and teachers allow children without birth certificates to attend school, ■ Taking measures to ensure children with disabilities have access to regular schools, and ■ Ensuring the safety of children in schools. 	2010 – 2015
	Institute programs to address the worst forms of child labor, including in domestic work, commercial sexual exploitation, and agriculture, and monitor the progress of these programs.	2010 – 2015

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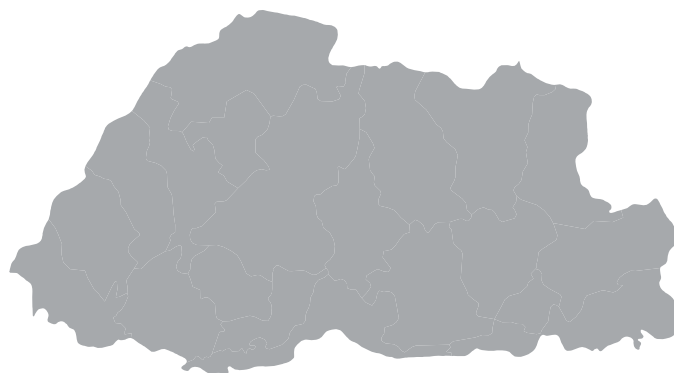
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Benin

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In 2015, Bhutan made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government increased its funding for the labor inspectorate and provided law enforcement information for the first time. Although research is limited, there is evidence that children in Bhutan are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in forced domestic work. Bhutan's minimum age for work is inconsistent with international standards and education is not compulsory. The Government has not established a coordination mechanism to address child labor, including its worst forms. Criminal law enforcement agencies did not provide any data on actions taken to combat the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Bhutan are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in forced domestic work.(1) Table 1 provides key indicators on children's work and education in Bhutan. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.8 (6,338)
Attending School (%)	5-14 yrs.	84.7
Combining Work and School (%)	7-14 yrs.	3.3
Primary Completion Rate (%)		97.0

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(2)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the Multiple Indicator Cluster Survey 4, 2010.(3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (1, 4-6)
Industry	Construction,*† activities unknown (1)
Services	Domestic work (1, 4-7)
	Work in shops,* restaurants,* hotel service,* and automobile repair* (1, 5)
Categorical Worst Forms of Child Labor‡	Forced domestic work, sometimes as a result of human trafficking* (1, 7-9)
	Forced labor in karaoke bars,* sometimes as a result of human trafficking* (9, 10)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (9)
	Use in illicit activities, including the smuggling of tobacco* (5)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

There is a lack of current data on child labor in Bhutan. To date, no national survey on child labor has been conducted. There have been reports that some children who work and live in third-party residences are not allowed to return home.(8) It is reported that young girls are subject to forced labor in karaoke bars. Evidence suggests that some girls are trafficked from rural areas to sing in

Bhutan

MINIMAL ADVANCEMENT




karaoke bars, where they are subject to commercial sexual exploitation.(9) It is also reported that children from Bhutan are subject to forced labor and sex trafficking in India.(9)

The Government provides free education to all Bhutanese citizens; however, children living in remote villages face significant difficulties in accessing public schools, which may increase their vulnerability to labor exploitation.(11)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Bhutan has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	N/A
	ILO C. 182, Worst Forms of Child Labor	N/A
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	13	Sections 170 and 171 of the Labor and Employment Act; Section 7 of the Regulation on Acceptable Forms of Child Labor (12, 13)
Minimum Age for Hazardous Work	Yes	18	Sections 170 and 171 of the Labor and Employment Act (12)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 9 of the Labor and Employment Act; Section 9 of the Regulation on Acceptable Forms of Child Labor (13)
Prohibition of Forced Labor	Yes		Sections 3 and 9(a) of the Labor and Employment Act; Sections 154, 227, and 379 of the Penal Code; Section 221 of the Child Care and Protection Act (12, 14, 15)
Prohibition of Child Trafficking	Yes		Section 9(a) of the Labor and Employment Act; Sections 221 and 224 of the Child Care and Protection Act; Sections 227, 379, and 380 of the Penal Code (12, 14, 15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 9(b) of the Labor and Employment Act; Sections 222–224 of the Child Care and Protection Act; Sections 225, 375–380 of the Penal Code (12, 14, 15)
Prohibition of Using Children in Illicit Activities	Yes		Section 9(c) of the Labor and Employment Act; Sections 216 and 220 of the Child Care and Protection Act (12, 15)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Legislative title unknown (16)
Compulsory Education Age	No		
Free Public Education	Yes		Article 9.16 of the Constitution of the Kingdom of Bhutan (17)

* No conscription (17)

Bhutanese law is not completely consistent with international standards regarding child labor because the Labor and Employment Act allows children under age 14 to work.(12)

The law does not sufficiently prohibit commercial sexual exploitation, as the possession of child pornography is not criminally prohibited.(15)

Bhutan has no compulsory age for education. The lack of standards in this area may increase the risk of children's involvement in child labor.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Human Resources (MOLHR)	Investigate child labor complaints and ensure employers comply with child labor laws. Refer cases involving the worst forms of child labor to the police.(18)
Royal Bhutan Police	Investigate and enforce criminal laws relating to the worst forms of child labor.(19) Refer abused and exploited children to child welfare officers and the National Commission for Women and Children (NCWC).(15, 20)
Women and Child Protection Unit	Enforce laws protecting women and children as a separate unit in the Royal Bhutan Police.(1, 21) Refer abused and exploited children to child welfare officers and NCWC.(15, 20)
Child Welfare Officers	Protect and assist children in difficult circumstances, including children abused and exploited for illegal purposes.(15)
Royal Court of Justice	Adjudicate criminal and civil cases, including violations involving children.(22)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Bhutan did take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$27,790 (5)	\$45,381 (5)
Number of Labor Inspectors	20 (5)	20 (5)
Number of Child Labor Dedicated Inspectors	1 (5)	1 (5)
Inspectorate Authorized to Assess Penalties	Yes (5)	Yes (5)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (5)	No (5)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (5)	Yes (5)
Number of Labor Inspections	1,202 (5)	2,000 (5)
■ Number Conducted at Worksite	1,202 (5)	2,000 (5)
■ Number Conducted by Desk Reviews	0 (5)	0 (5)
Number of Child Labor Violations Found	0 (5)	0 (5)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (5)	0 (5)
■ Number of Penalties Imposed That Were Collected	N/A (5)	N/A (5)
Routine Inspections Conducted	Yes (5)	Yes (5)
■ Routine Inspections Targeted	Yes (5)	Yes (5)
Unannounced Inspections Permitted	Yes (5)	Yes (5)
Unannounced Inspections Conducted	Yes (5)	Yes (5)
Complaint Mechanism Exists	Yes (5)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (5)

The Ministry of Labor and Human Resources (MOLHR) has reported that there is an insufficient number of trained labor officers to enforce the labor laws.(23)

Bhutan

MINIMAL ADVANCEMENT

Criminal Law Enforcement

In 2015, research found no information on whether criminal law enforcement agencies in Bhutan took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	No (24)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	No (24)
Number of Investigations	Unknown	Unknown* (5)
Number of Violations Found	Unknown	Unknown* (5)
Number of Prosecutions Initiated	Unknown	Unknown* (5)
Number of Convictions	Unknown	Unknown* (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (5)

*The Government does not make this information publicly available.

In 2015, the UNODC and the National Commission for Women and Children began developing standard operating procedures for law enforcement interventions in human trafficking cases and providing services for trafficking victims.(24)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism for protecting the rights of exploited children, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
NCWC	Coordinate the implementation of policies involving abused and exploited women and children. Advise the Government on legislation and policies for the protection of women and children. (27) Comprises a chairperson and commissioners who represent relevant government agencies and non-government sectors.(25)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bhutan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
UNDAF Bhutan One Program (2014–2018)*	Serves as a framework for supporting Bhutan's national development goals that target the poor and disadvantaged. Includes initiatives to prevent and respond to violence, abuse, exploitation, and neglect of children.(26, 27)
National Plan of Action for Child Protection*	Develops strategies to establish a comprehensive child protection system, including passing new legislation, improving service delivery, increasing human resource capacity, instituting coordination mechanisms, increasing communication and advocacy, and collecting data and information.(28)
National Youth Policy*	Provides a framework to promote youth development, including increased access to education, training, employment, and financial services. Targets out-of-school youth, domestic workers, and girls working in karaoke bars.(29)
National Education Policy*	Specifies the Government's education policy regarding curriculum, admission procedures, student health and safety, career counseling, and non-formal education.(30)
Eleventh 5-Year Plan (2013–2018)*	Establishes the strategic framework for increasing economic development, reducing youth unemployment, improving the quality of education, and curbing corruption.(31)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Bhutan funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Project Hope†	NCWC program that provides residential shelters for children at risk of exploitative child labor. Targets children on the street and provides them with counseling, group therapy, and assistance enrolling in school.(18)
Trafficking Victims Shelter†	Respect, Education, Nurture, and Empower Women (RENEW), a Thimphu-based NGO, receives government funding to provide shelter, counseling, and rehabilitation for women and child trafficking victims.(18)
Enhance Government and Civil Society Responses to Counter Trafficking in Persons	UNODC and Government program that seeks to increase capacity to combat human trafficking. Includes six components: (1) enforce anti-human trafficking laws; (2) train criminal law enforcement officers on victim identification, investigation, and prosecution; (3) formalize a standard operating protocol for investigating cases of human trafficking; (4) train law enforcement personnel on victim treatment and reintegration; (5) establish transit homes for human trafficking victims; and (6) develop campaigns to raise public awareness of human trafficking issues.(32) Held a workshop in Siliguri, India, in May 2015 to sensitize officials in India and Bhutan to cross-border trafficking of children for commercial sexual exploitation and labor exploitation.(33, 34)
Child Protection System Strengthening	UNICEF program that works to strengthen Bhutan's child protection system through capacity-building training. Supports the implementation of the National Plan of Action for Child Protection.(35)
Improving Rural Children's Access to Basic Education With Focus on Primary Education	\$8.58 million WFP-funded program that provides financial support to rural primary schools.(36) Aims to increase primary school enrollment, retention, and graduation by providing school breakfasts and lunches. Implemented in 232 schools across the country, reaches 37,000 children annually and supports school construction and kitchen improvements.(18, 36)
Rural Economy Advancement Program†	Government program that develops sustainable livelihoods in Bhutan's 126 poorest villages by diversifying crop cultivation, providing skills development training, and building collaborative groups.(31)
National Rehabilitation Program†	Office of the Secretariat program that assists landless, socially and economically disadvantaged groups by providing land, shelter, and food support; health and education services; and capacity building for sustainable livelihoods.(31)

† Program is funded by the Government of Bhutan.

The Government of Bhutan has implemented programs that target children at risk for exploitative labor and child victims of human trafficking, but no information is available about programs that target specific sectors, such as agriculture and domestic service. No information is available on social programs that target children involved in the worst forms of child labor, including domestic servitude, forced labor in karaoke bars, and commercial sexual exploitation.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bhutan (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Ensure that the laws on child labor comply with the international standard of the minimum age for work.	2010 – 2015
	Ensure that the law prohibits the possession of child pornography.	2015
	Make primary education compulsory and harmonized with the minimum age for work.	2010 – 2015
Enforcement	Ensure that the MOLHR has the resources and training necessary to enforce labor laws and to combat child labor.	2014 – 2015
	Institutionalize training for new and veteran investigators responsible for enforcing criminal laws prohibiting the worst forms of child labor, including child trafficking and sexual exploitation.	2015
	Publish data on the number and training of investigators and on the number of investigations, prosecutions, and convictions of crimes involving the worst forms of child labor.	2010 – 2015
Coordination	Establish a coordinating mechanism to combat child labor, including its worst forms.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into existing social protection policies.	2014 – 2015
Social Programs	Conduct a national child labor survey.	2013 – 2015
	Implement programs to make education more accessible for children living in remote locations.	2014 – 2015
	Create social programs targeting working children, particularly in agriculture, and children engaged in the worst forms of child labor, including forced domestic work.	2009 – 2015

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In 2015, Bolivia made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Bolivia is receiving this assessment because it continued to implement a law that delayed advancement in eliminating the worst forms of child labor. Bolivia's Child and Adolescent Code, passed in 2014, allows children as young as 10 years old to be self-employed under certain conditions. Otherwise, the Government made efforts by adopting the National Action Plan to Combat Trafficking and Smuggling of Persons, increasing the number of labor inspectors from 95 to 97, and dedicating 10 of these inspectors to investigating child labor in high-risk areas. Children in Bolivia are engaged in the worst forms of child labor, including in mining and in the harvesting of sugarcane. The Offices of the Child Advocate, required by the Child and Adolescent Code to authorize child work and assist victims of child labor, are absent or underfunded in many municipalities, leaving some children unprotected and vulnerable to the worst forms of child labor. The Government also lacks a comprehensive child labor policy.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Bolivia are engaged in the worst forms of child labor, including in mining and in the harvesting of sugarcane.(1, 2) Table 1 provides key indicators on children's work and education in Bolivia.

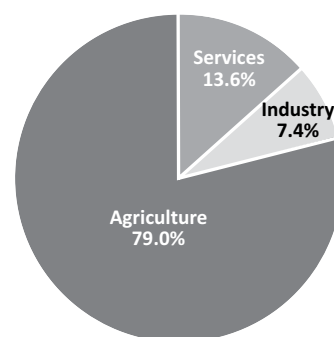
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	7-14 yrs.	20.2 (355,206)
Attending School (%)	5-14 yrs.	93.7
Combining Work and School (%)	7-14 yrs.	18.7
Primary Completion Rate (%)		96.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Continua de Hogares Survey, 2013.(4)

Figure 1. Working Children by Sector, Ages 7-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting and harvesting corn, cotton,* and peanuts* (5-10)
	Production and harvesting of Brazil nuts/chestnuts† and sugarcane† (8, 9, 11-16)
	Ranching and raising cattle*† (7, 9)
	Plucking chickens* (16)
Industry	Mining† of gold, silver, tin, and zinc (1, 6, 14-16)
	Construction,† including heavy lifting and shoveling (12, 16, 17)
	Production of bricks† (6, 7, 16, 18-20)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Street work, including vending, shoe shining, and working as transportation assistants (6-8, 12, 16, 21, 22)
	Recycling garbage* (7)
	Domestic work† (7, 16, 21, 23)
Categorical Worst Forms of Child Labor‡	Forced labor in ranching* and in the production and harvesting of Brazil nuts and sugarcane (15, 24-26)
	Forced labor in mining and domestic service (8, 21, 25)
	Forced begging (2, 25, 27)
	Commercial sexual exploitation sometimes as a result of human trafficking (25, 27, 28)
	Forced to commit illicit activities, including robbery* and producing drugs* (25, 27)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children produce and harvest sugarcane and Brazil nuts principally in the departments of Beni, Pando, Santa Cruz, and Tarija, although recent efforts to combat this practice and other factors have reportedly reduced the prevalence of child labor in these sectors.(1, 9, 12, 15) Indigenous children are particularly vulnerable to the worst forms of child labor.(27, 29) Some indigenous Guaraní families live in debt bondage and work on ranches, including in raising cattle, in the Chaco region.(5, 8, 12, 26) Based on reports, this practice may have been reduced in recent years due in part to increased attention to the region and land tenure reform.(12) Indigenous children are also particularly vulnerable to commercial sexual exploitation.(25) Bolivian children have been trafficked to Argentina, where they are vulnerable to forced labor in the production of textiles and in agriculture.(26, 28, 30)




The Child and Adolescent Code, promulgated on July 17, 2014, mandates that a national child labor survey be conducted by the Bolivian National Institute of Statistics as part of the creation of the new Program for the Prevention and Social Protection of Children and Adolescents. The law mandates that this Program be designed by July 2016 and implemented by July 2019.(31) In 2015, the Ministry of Labor (MOL), with funding from UNICEF and the ILO, conducted child labor research in the following sectors: domestic work, Brazil nuts, mining, sugarcane, and self-employment. The Government reports that the results of these studies will be published in 2016.(2)

Bolivian law requires children to attend school up to age 17. However, attendance rates for secondary education are low, particularly in rural areas and often because children work.(2, 29, 32)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Bolivia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Articles 8 and 58 of the General Labor Law; Article 129 of the Child and Adolescent Code (31, 33)
Minimum Age for Hazardous Work	Yes	18	Articles 58 and 59 of the General Labor Law; Articles 5 and 136 of the Child and Adolescent Code (31, 33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 136 of the Child and Adolescent Code (31)
Prohibition of Forced Labor	Yes		Articles 15, 46, and 61 of the Constitution; Article 291 of the Penal Code; Article 34 of the Comprehensive Law against Human Trafficking and Smuggling (34-36)
Prohibition of Child Trafficking	Yes		Article 15 of the Constitution; Article 34 of the Comprehensive Law against Human Trafficking and Smuggling (34, 36)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 34 and 35 of the Comprehensive Law against Human Trafficking and Smuggling (36)
Prohibition of Using Children in Illicit Activities	Yes		Article 56 of the Law on Coca and Controlled Substances (37)
Minimum Age for Compulsory Military Recruitment	Yes	17	Articles 108 and 249 of the Constitution; Article 1 of Supreme Decree No. 1875; Article 1 of Supreme Decree No. 21479 (34, 38, 39)
Minimum Age for Voluntary Military Service	Yes	16*	Articles 1 and 2 of the General Directive of Pre-Military Recruitment; Articles 2 and 7 of the Law of National Military Service (40, 41)
Compulsory Education Age	Yes	17‡	Article 81 of the Constitution; Articles 1, 8, 9 and 11–14 of the Avelino Siñani-Elizardo Pérez Education Law (34, 42)
Free Public Education	Yes		Articles 17 and 81 of the Constitution; Article 1 of the Avelino Siñani-Elizardo Pérez Education Law; Article 115 of the Child and Adolescent Code (31, 34, 42)

* The minimum age for combat is 18 per Article 36 of the Law of National Military Service.(40)

‡ Age calculated based on available information.

The 2014 Child and Adolescent Code specifies the conditions under which children may work in addition to providing a number of other protections.(31) While the regulations for this law have not yet been published, its provisions that define the minimum age for work do not conform to international standards.(43) Article 129(1) of the Child and Adolescent Code establishes the minimum age for work at 14 years, which is in harmony with Article 58 of the General Labor Law.(31, 33) However, Article 129(2) of the Child and Adolescent Code allows children as young as 10 years old to work in self-employment upon authorization by the municipal Offices of the Child Advocate, provided that this work does not adversely affect the child's health or education, and only upon consent of a parent or guardian and after successful medical and psychological evaluations.(31) Allowing children as young as 10 years old to work may affect their schooling, which in Bolivia is compulsory to age 17.(42, 43) The ILO Committee of Experts has called upon the Government to amend Article 129 of the Child and Adolescent Code to set the minimum age for work, including in self-employment, at 14 years.(43)

Article 129(2) of the Child and Adolescent Code also permits children as young as 12 to work for third parties following the same process of authorization.(31) While ILO C. 138 allows children as young as 12 to engage in light work under certain circumstances, Bolivian law does not specify a list of activities that are permissible for light work, or the number of hours children are permitted to work in these activities pursuant to ILO C. 138.(31)

Apprenticeships in Bolivia are regulated by Articles 28–30 and Article 58 of the General Labor Law, which requires that apprentices attend school. However, the General Labor Law does not set a minimum age for participation in apprenticeships.(33, 44)

Articles 108 and 249 of the Constitution require Bolivian males to perform compulsory military service in accordance with national law.(34) Article 1 of Supreme Decree No. 1875, passed in 2014, lowered the minimum age at which compulsory military service

Bolivia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

may begin from 18 years, as previously established by Supreme Decree No. 21479, to 17 years.(38, 39) Under Article 2 of the UN CRC Optional Protocol on Armed Conflict, to which Bolivia acceded in 2004, state parties must ensure that children under 18 may not be compulsorily recruited into their armed forces.(45-47)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws, in part through its Fundamental Rights Unit, which also addresses forced labor involving indigenous peoples.(48) Conduct labor inspections, including child labor-specific investigations, in areas of national priority that include the sugarcane-producing areas of Santa Cruz and Tarija, the Brazil nut-producing areas of Riberalta and Beni, and the mining areas of Potosí.(16) Assess fines for labor law infractions and refer cases to the Labor Courts for adjudication and remuneration of unpaid wages. Engage municipal Offices of the Child Advocate to ensure the protection of children's rights and welfare.(16, 49) Maintain a national registry to track employment agencies engaged in the illegal recruitment and trafficking of children.(50) Assist in the implementation of the Child and Adolescent Code, including in the authorization of children's work for third parties from the age of 14.(16, 31)
Municipal Offices of the Child Advocate	Authorize children from the age of 10 to work in exceptional cases and register them in the Government's Child and Adolescent Information System (SINNA), pursuant to the Child and Adolescent Code. Protect the rights and welfare of children, often in consultation with NGOs, as well as refer criminal child labor cases to prosecutors.(16, 31) Accompany child labor inspectors in their investigations and refer children rescued from child labor for services.(16, 31)
Attorney General's Office	Oversee all human trafficking investigations and prosecutions.(28) Oversee through its National Coordinator's Office regional prosecutors who, in conjunction with the Bolivian National Police, pursue cases of human trafficking for sexual and labor exploitation. Maintain a database of human trafficking cases through its Coordinator of Specialized Units for the Prosecution of Human Trafficking and Smuggling, Sexual Crimes, and Gender-Based Violence.(28)
Ministry of Justice	Oversee the implementation of the Child and Adolescent Code. Create and administer SINNA, in which municipal Offices of the Child Advocate register young workers who are authorized to engage in self-employment or work for third parties, as required by the Child and Adolescent Code.(31)
Bolivian National Police	Maintain the Special Force in the Fight against Crime (FELCC) which, through its Division of Trafficking and Smuggling of Persons, runs 15 specialized human trafficking units to investigate trafficking crimes and coordinate anti-trafficking efforts.(16, 51) Maintain the Police Unit for Migratory Control and Assistance to address trafficking issues through migratory control efforts, in part through the patrol of national borders.(51, 52) Victims of human trafficking are referred by these units to departmental Social Service Agencies (SEDEGES) or municipal Offices of the Child Advocate.(53)
Bolivian Armed Forces	Support anti-trafficking efforts by collaborating with the Bolivian National Police to detect human trafficking and child labor issues in border-crossing areas, pursuant to article 38 of the Comprehensive Law against Human Trafficking and Smuggling.(36, 50)

The Child and Adolescent Code requires the municipal Offices of the Child Advocate to authorize children ages 10 to 18 to engage in self-employment, and children ages 12 to 14 to work for third parties, both under certain conditions to ensure children's protection. The Code further requires the municipal Offices of the Child Advocate to register young workers in the Government's Child and Adolescent Information System (SINNA).(31) However, reports indicate that as many as 20 percent of municipalities in Bolivia lack an Office of the Child Advocate; many more are reported to lack adequate resources and the capacity to perform their mandate. This lack of institutional coverage may leave certain children particularly vulnerable to child labor, including its worst forms.(16) In 2015, the Government reported that the MOL worked on drafting a standardized form for use by the Offices of the Child Advocate to authorize children to work.(49)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Bolivia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	86 (16)	97 (2)
Number of Child Labor Dedicated Inspectors	9 (16)	10 (2)
Inspectorate Authorized to Assess Penalties	Unknown	Yes (49)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (16)	Yes (2)
Number of Labor Inspections	Unknown* (16)	Unknown* (2)
■ Number Conducted at Worksite	Unknown* (16)	Unknown* (2)
■ Number Conducted by Desk Reviews	Unknown* (16)	Unknown* (2)
Number of Child Labor Violations Found	Unknown* (16)	Unknown* (2)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (16)	Unknown* (2)
■ Number of Penalties Imposed That Were Collected	Unknown* (16)	Unknown* (2)
Routine Inspections Conducted	Yes (16)	Yes (2)
■ Routine Inspections Targeted	Yes (16)	Yes (2)
Unannounced Inspections Permitted	Yes (16)	Yes (2)
Unannounced Inspections Conducted	Yes (16)	Yes (2)
Complaint Mechanism Exists	Yes (16)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (16)	Yes (2)

* The Government does not make this information publicly available.

In 2015, the level of funding for the MOL's labor inspectorate was not publicly available. However, the MOL reported that its operating budget for child labor activities, excluding salaries, was approximately \$10,000, and that its budget for the salaries of its 10 child labor dedicated inspectors was \$112,000.(2) Reports indicate that the MOL's overall level of funding to inspect for child labor violations was inadequate.(2) Although the Government increased its number of labor inspectors from 95 to 97, including the 10 child labor dedicated inspectors, the number of labor inspectors is insufficient to inspect for child labor nationwide. According to the ILO's standard of one inspector for every 15,000 workers in industrializing economies, Bolivia should employ roughly 330 inspectors in order to adequately enforce labor laws throughout the country.(54-56)

During the reporting period, UNICEF and the MOL provided funding to send the MOL's labor inspectors to the Ministry of Education's Plurinational Public School, where they received routine training on hazardous child labor.(2)

In 2015, the number of general labor inspections, as well as information on the sectors and geographical regions in which they were conducted, was not publicly available. The MOL reported that it conducted 300 targeted child labor inspections with partial funding from UNICEF.(2) Child labor inspections were conducted primarily in the mining sector of the Potosí Department, the Brazil nut sector of the Beni Department, and the sugarcane sector of the Santa Cruz and Tarija Departments.(2) The MOL also reported that child labor inspections were conducted in restaurants in several urban areas.(2) Although this number of child labor inspections was higher than the 250 inspections conducted in 2014, reports indicate that the number of child labor inspections conducted in 2015 was inadequate to address the scope of the problem, particularly in rural and hard to reach areas.(49)

Research did not find any data on the number of children authorized to work by the Offices of the Child Advocate during the reporting period.(49) The Government reports that children who are removed from child labor are referred to the municipal Offices of the Child Advocate for services. However, information on the number of children removed and whether they received services, particularly in cases where an Office of the Public Advocate did not exist, was not publicly available.(16)

Bolivia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Bolivia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (16)	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	No (16)	Unknown
■ Refresher Courses Provided	No (16)	Yes (2)
Number of Investigations	Unknown* (16)	Unknown* (2)
Number of Violations Found	Unknown* (16)	Unknown* (2)
Number of Prosecutions Initiated	Unknown* (16)	Unknown* (2)
Number of Convictions	Unknown* (16)	Unknown* (2)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (16)	No (2)

*The Government does not make this information publicly available.

In 2015, the Bolivian National Police's Special Force in the Fight against Crime (FELCC) reported that officers received some training on trafficking in persons issues. However, research could not determine the extent to which trainings included other worst forms of child labor.(2)

In 2015, there were approximately 247 cases of human trafficking reported to the Bolivian National Police and 5 sentences issued for crimes of human trafficking. However, these statistics were not disaggregated to distinguish between adult and child victims, and reports could not confirm if all sentences were carried out.(57)

Children identified in the worst forms of child labor, including through criminal investigations, are registered by the Prosecutor's Office when the case is classified as a crime; if the case is not classified as a crime, children are registered by the Offices of the Child Advocate. Reports indicate that coordination between the Attorney General's Office and the Offices of the Child Advocate is often limited.(49) Children rescued from the worst forms of child labor are often not referred for social services because there are few government-run shelters. Although there are some private shelters and religious organizations that receive victims of the worst forms of child labor, referrals from, and coordination with, government agencies is limited.(2)

Some Government agencies reported that funding levels were inadequate and that they sometimes lacked fuel to conduct investigations.(2)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Progressive Eradication of Child Labor	Coordinate national efforts to address child labor issues. Includes the MOL, and the Ministries of Justice, Education, and Planning, as well as several NGOs.(16)
Steering Committee for Zero Child Labor in Sugarcane Production	Coordinate efforts to eliminate child labor in sugarcane production. Formed with support from the MOL and the participation of the regional government of Santa Cruz, Bolivian municipal governments, the Bolivian Foreign Trade Institute, and various NGOs.(13)
Plurinational Council against Human Trafficking and Smuggling (Plurinational Council)	Serve as the highest national body to lead and coordinate anti-trafficking efforts. Implement the Comprehensive Law against Human Trafficking and Smuggling, in part through its Plurinational Policy to Combat Trafficking and Smuggling of Persons (2013–2017).(36, 51, 58) Chaired by the Minister of Justice and comprising representatives from eight other ministries, including the MOL, as well as the Public Advocate and representatives from NGOs.(51)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Department-Level Councils against Human Trafficking and Smuggling	Coordinate efforts of the Plurinational Council in each of Bolivia's nine departments. Comprised of department-level officials from the FELCC, the Ministries of Labor, Migration, and Education, the Human Rights Ombudsman, and representatives from NGOs.(16, 36, 58)
Directorate General for the Fight against Trafficking and Smuggling	Assist in the coordination of national policy on human trafficking issues. Established under the Ministry of Government's Vice Ministry for Citizen Security, pursuant to the Comprehensive Law against Human Trafficking and Smuggling.(36, 51)
Inter-Ministerial Team	Assist in the development of a National Labor Plan for 2014–2018. Created by MOL in 2013 with representation from the Ministries of Justice, Health, Education, and Government.(50)

The National Commission for the Progressive Eradication of Child Labor, led by the MOL, has been increasingly inactive, and many Government agencies and NGOs agree that its central coordinating role has lapsed.(2, 16) Reports also indicate that some of the MOL's departmental sub-commissions on child labor have not been active, due in part to a lack of resources.(2, 16) In addition, some reports indicate that child labor coordination efforts between departmental sub-commissions and municipal agencies have been strained due to differences among political parties.(16)

In 2015, the Plurinational Council against Human Trafficking and Smuggling (Plurinational Council) met several times to implement national policies and laws on human trafficking.(2) The Comprehensive Law against Human Trafficking and Smuggling mandates that the Plurinational Council include the participation of NGOs. However, reports indicate that NGOs have not been able to participate fully in the Plurinational Council despite their efforts for inclusion.(51)

The Comprehensive Law against Human Trafficking and Smuggling requires each of Bolivia's nine departments to create Department-Level Councils against Human Trafficking and Smuggling to advance anti-trafficking efforts on the department level.(36) Reports indicate that some Department-Level Councils had yet to develop department-level plans to combat human trafficking, as mandated by the Comprehensive Law against Human Trafficking and Smuggling.(2, 16, 36, 58)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Bolivia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Plurinational Policy to Combat Trafficking and Smuggling of Persons (2013–2017)	Sets national priorities on combating human trafficking and smuggling, including that of children, pursuant to the Comprehensive Law against Human Trafficking and Smuggling. Contains five core areas that set agendas for government efforts and programs, including the prevention of trafficking, the remediation and reintegration of survivors, the prosecution of criminal violations, the strengthening of national coordination mechanisms, and international cooperation.(58, 59) Published by the Plurinational Council.(58, 60)
National Action Plan to Combat Trafficking and Smuggling of Persons (2015–2019)†	Establishes eight lines of action drawn from the five core areas of the Plurinational Policy to Combat Trafficking and Smuggling of Persons, including: raising awareness of trafficking and smuggling of persons, developing interagency mechanisms for victim reintegration, monitoring employment agencies to prevent trafficking in persons, strengthening capacities of law enforcement and administrative agencies to investigate and prosecute trafficking, strengthening inter-governmental relations to combat trafficking, conducting research to inform policies on combating trafficking, and fostering the implementation of the Plurinational Policy to Combat Trafficking and Smuggling of Persons.(61) Formulated and approved by the Plurinational Council in 2015.(61)
Patriotic Agenda 2025*†	Sets national development priorities and objectives for 2025, including the eradication of extreme poverty, universal access to education, and multicultural integration.(2, 62, 63)
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(64, 65) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(64, 66)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Bolivia at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(67-69)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Bolivia's national policy for addressing child labor, the National Plan for the Progressive Eradication of Child Labor (2000–2010), expired in 2010. The Plan identified mining, sugarcane harvesting, commercial sexual exploitation, and domestic service as priority areas in combating exploitative child labor.(70) A new plan was not established during the reporting period.(2, 44)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Bolivia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Juancito Pinto Subsidy Program†	Government program that provides a conditional cash transfer to all primary school students to increase school attendance and reduce the dropout rate.(53) Limited evidence suggests the program contributed to increased school attendance and reduced dropout rates.(16, 53) Provides students with a yearly subsidy of approximately \$28 if the student maintains an attendance rate of at least 75 percent.(16, 53) In 2015, program assisted 2,228,907 students with a budget of \$65 million.(49)
Ñaupajman Puriy Kereimba (ÑPK): Combating Exploitive Child Labor in Bolivia: Phase II (2010–2014)	\$6-million USDOL-funded, 4-year project, implemented by Desarrollo y Autogestión (DyA) that worked to reduce the worst forms of child labor by improving educational and livelihood opportunities for families in the departments of Chuquisaca, La Paz, and Santa Cruz.(7, 71) Assisted 3,100 children and 1,300 households in both urban and rural areas. Collaborated with the Ministry of Education to expand the Leveling Program. Closed in early 2015.(7, 71)
Human Rights of Children and Adolescents in Sugarcane Harvesting, Brazil Nut Processing, and Mining†	Human Rights Ombudsman's Office program that promotes effective, sustainable policies and actions for the gradual elimination of the worst forms of child labor, along with labor and social protection for working adolescents between ages 14 and 17. Launched in April 2013 in Bermejo (Tarija), Cerro Rico (Potosi), and Riberalta (Beni).(72) Expanded in 2014 to monitor the use of child labor in sugarcane harvesting in the Department of Santa Cruz, where inspections found that more than 80 percent of the audited plantations no longer use child labor.(73)
Leveling Program	Ministry of Education directive that requires all public schools to offer an accelerated education "leveling" program so that children who are falling behind in school because they work can catch up.(74, 75) With DyA assistance, municipalities and district education departments of Camiri, El Alto, Mojocoya, Pailon, and San Julian have plans of action, timetables and the resources to operate the leveling, multi-grade, after-school, and technical high school programs.(76)
Combating Hazardous Work through Educational Competency (2012-2015)	ILO-funded 5-year project implemented by the Center for Multifaceted Educational Services that aims to reduce children's engagement in hazardous child labor through educational programs focused on personal and professional development. Since 2012, program has assisted 1,260 youth ages 14 to 18 in El Alto, La Paz, and in rural communities in the Department of Sucre, and trained 84 teachers.(2, 77)
Ministry of Education/Plurinational Public Management School (<i>Escuela de Gestión Pública Plurinacional</i> , EGPP)	EGPP training program required for public officials, including from the MOL and the Ministry of Education, that prepares them for public service. Contains a child labor module developed in collaboration with the ÑPK project, which is a permanent part of the program.(76, 78) In 2015, the EGPP, with funding from the MOL and UNICEF, trained MOL inspectors.(2) In addition, the MOL collaborated with the EGPP and UNICEF to develop an online Masters degree program that enables any public servant to study child labor issues. The Masters program has yet to be fully implemented.(2)
Bolivian Foreign Trade Institute's Triple Seal Initiative (<i>El Instituto Boliviano de Comercio Exterior Triple Sello</i>)	MOL collaboration with the Bolivian Institute of Standardization and Quality, UNICEF, and the ILO to develop a voluntary certification program to recognize companies that comply with Bolivian law and ILO conventions on child labor, forced labor, and worker discrimination in the production of their goods. (13, 16, 53, 79) In Santa Cruz, Triple Seal Alliance works to diminish child labor under the joint UNICEF and Departmental Government of Santa Cruz Let's Team Up (<i>Hagamos Equipo</i>) Campaign.(80) In 2015, an additional sugar producer, UNAGRO, obtained the Triple Seal Certification.(2)

Table 10. Social Programs to Address Child Labor

Program	Description
Child Trafficking Awareness-Raising Campaigns	Government program implemented with the Bolivian Network for the Fight Against Human Trafficking and Smuggling that conducts public awareness and education campaigns to educate the public, including youth and children, about the Comprehensive Law against Human Trafficking and Smuggling. Targeted more than 3,000 professionals including judicial administrators, members of the Public Ministry, public defenders, departmental SEDEGES officials, and civil society organizations.(30, 49) Under the program, the Plurinational Council partnered with UNICEF to publish a guide for children, youth, and adults explaining the new anti-TIP law. The partnership also created a children's cell phone game to teach children about the dangers of trafficking.(30, 49)
Student Documentation Program	Government's General Service of Personal Identification's Civil Registration Service program designed to provide documentation to 1.7 million undocumented students.(28)
UNICEF Bolivia Country Program (2013–2017)	Seeks to ensure the equitable provision of social services to children and protect children's rights, including increased access to and completion of education. Aims to provide special attention to indigenous children, including through the development of strategic policies and educational and professional programs.(81, 82)
Program to Protect the Rights of Children and Adolescents	Government collaboration with UNICEF in 17 Bolivian Brazil nut and sugarcane-producing municipalities to provide education assistance, with funding from the Government of Italy and the Swiss Cooperation Agency. Program seeks to improve living conditions of 2,300 families and reintegrate 3,400 children in school.(81) Established through the UNICEF Bolivia Country Program (2013-2017).(81)
Regional Action Group for the Americas (<i>Grupo de Acción Regional para las Américas</i>)	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(83–85)
Combating Child Labor through Skills Training for Older Children (2014 – 2015)	\$2.6 million Government of the Netherlands-funded, 1-year, global project to combat child labor by enhancing access to decent work for children who have reached the minimum age of employment.(86)
Elimination of Child Labor in Latin America (Phase 4) (2011 – 2015)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Bolivia.(86)
Education and Monitoring Program for the Eradication of Child Labor (2012 – 2015)	\$1.3 million Government of Spain-funded, 3-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Bolivia. Includes the objective of developing information systems on the worst forms of child labor.(86)
Partnership Program to Prevent and Eliminate Child Labor (2009 – 2017)	\$3.7 million Government of Brazil-funded, 9-year project implemented by ILO-IPEC that aims to combat child labor in four countries, including Bolivia.(86)

† Program is funded by the Government of Bolivia.

Although Bolivia has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem, particularly in the production of Brazil nuts and sugarcane, ranching and cattle raising, mining, domestic work and street work, and commercial sexual exploitation. While the Juancito Pinto subsidy program continues to expand, reports indicate that the \$28 subsidy is insufficient to meaningfully cover costs associated with attending school, such as transportation and school supplies. For example, reports indicate that costs associated with attending school in rural Sucre may reach \$141 per year, while costs in La Paz's sister city, El Alto, may reach as high as \$410 per year.(2)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Bolivia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that minimum age protections are extended to all children under 14 years, including in self-employment.	2014 – 2015
	Establish a list of occupations constituting light work, as well as the number of hours permitted in light work, for children ages 12 to 14.	2014 – 2015
	Ensure the law prohibits children under the age of 14 from participating in apprenticeships.	2010 – 2015
	Ensure the law establishes 18 as the minimum age for compulsory military recruitment.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Establish and maintain an Office of the Child Advocate in every municipality with sufficient resources to ensure that legal protections are extended to all children who are permitted to work and to coordinate the provision of services to children who are removed from child labor, including its worst forms.	2014 – 2015
	Ensure that Offices of the Child Advocate publicly report on the number of children authorized to work and the number of children rescued from child labor and referred for social services.	2015
	Provide sufficient funding and training to increase the capacity of the MOL to ensure the effective enforcement of child labor laws.	2013 – 2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor in order to provide adequate coverage of the workforce, and ensure the number of labor inspections is adequate.	2013 – 2015
	Publicly report on whether the labor inspectorate is authorized to assess penalties.	2015
	Ensure that labor inspectors conduct inspections in all sectors and geographical areas.	2011 – 2015
	Collect and publicize statistics on child labor, including the overall number of labor inspections, the number of children found in child labor as a result of inspections, the number of violations found, and the number of penalties imposed and collected.	2009 – 2015
	Ensure that all criminal investigators, including new employees, receive training on the worst forms of child labor, and make information about trainings publicly available.	2015
	Collect and publicize information about the number of criminal child labor investigations, prosecutions, convictions, and the penalties applied.	2013 – 2015
	Collect and publicize statistics on trafficking cases disaggregated by adults and children.	2011 – 2015
	Ensure there is a referral mechanism between criminal law enforcement agencies and social service providers.	2015
	Provide sufficient funding to criminal law enforcement agencies to ensure effective enforcement of laws related to the worst forms of child labor.	2015
Coordination	Ensure that the National Commission for the Progressive Eradication of Child Labor fulfills its central coordinating role and develops concrete mechanisms to improve coordination among participating agencies and organizations.	2009 – 2015
	Ensure that all the MOL's departmental sub-commissions designed to combat child labor convene and receive sufficient resources to carry out their functions.	2014 – 2015
	Ensure that NGOs participate in the Plurinational Council against Human Trafficking and Smuggling, as required by the Comprehensive Law against Human Trafficking and Smuggling.	2014 – 2015
	Ensure that all Department-Level Councils against Human Trafficking are fully operational as required by the Comprehensive Law against Human Trafficking and Smuggling.	2014 – 2015
Government Policies	Establish and implement a new National Plan for the Progressive Eradication of Child Labor.	2010 – 2015
	Integrate child labor elimination and prevention strategies into the Government's national development plan.	2013 – 2015
Social Programs	Expand national programs to increase secondary school attendance.	2010 – 2015
	Ensure that there are adequate social services to assist victims of the worst forms of child labor.	2015
	Increase the amount of the Juancito Pinto subsidy provided to school children to ensure they are able to cover the costs associated with attending school.	2014 – 2015
	Expand social programs to address the worst forms of child labor in areas where hazardous child labor exists, particularly in the production of Brazil nuts and sugarcane, ranching and cattle raising, mining, domestic work and street work, and commercial sexual exploitation.	2009 – 2015

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MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

work in general are reported in this chart, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children and other indicators used in this report, please see the “Children’s Work and Education Statistics: Sources and Definitions” section of this report.

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In 2015, Bosnia and Herzegovina made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the Action Plan for Children of Bosnia and Herzegovina, which calls for the improvement of coordination on addressing forced begging and other forms of child labor; the expansion of social services to children living and working on the street, and the improvement of birth registration rates in the Roma community. The State of Bosnia and Herzegovina (BiH) increased the penalties for individuals convicted of international trafficking of children. In addition, the State Coordinator for Combating Trafficking in Persons collaborated with the State-level Prosecutorial Training Center and the OSCE to develop curricula on human trafficking that can be used to train judges and prosecutors. However, children in Bosnia and Herzegovina are engaged in child labor, including in street work, particularly begging. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation as a result of human trafficking.



The Government lacks a mechanism to coordinate its efforts to address child labor, including all its worst forms. In addition, the minimum age protections in the Federation of Bosnia and Herzegovina, Republika Srpska, and Brčko District labor codes do not apply to children who are self-employed or working outside formal employment relationships.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the State of Bosnia and Herzegovina (BiH) are engaged in child labor, including in street work, particularly begging.(1-6) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation as a result of human trafficking.(5, 7, 8) Table 1 provides key indicators on children's work and education in BiH. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	8.9 (44,017)
Attending School (%)	5-14 yrs.	83.7
Combining Work and School (%)	7-14 yrs.	10.6
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Services	Street work, including begging, vending,* washing car windows,* and scavenging for scrap metal* (1-7)
Categorical Worst Forms of Child Labor†	Forced begging* and forced domestic work,* each sometimes as a result of human trafficking* (5, 7, 8, 11)
	Commercial sexual exploitation as a result of human trafficking* (5, 8, 11)

Bosnia and Herzegovina

MODERATE ADVANCEMENT

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Use in illicit activities, including for pickpocketing* (2, 6, 11)
	Use in the production of pornography* (3, 12, 13)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Begging on the streets, often at busy intersections or near tourist attractions and religious institutions, is the most common form of child labor in BiH.(1, 2, 6, 14) Organized groups sometimes traffic groups of children to lucrative locations both domestically and internationally and force them to beg. For example, some Romani girls were forced into marriages in BiH and were then trafficked to Paris, France, where they were forced to pickpocket and steal for their BiH traffickers.(2, 8, 11, 15) BiH lacks recent, comprehensive data on the extent and nature of the worst forms of child labor in the country.(1, 6)

Children from the Roma community, the largest minority group in BiH, remain vulnerable to the worst forms of child labor.(1, 2, 4-8, 11) The Roma custom of paid and arranged marriages between families has resulted in the exploitation of some Roma girls as domestic workers.(5, 7, 8, 11) Many Roma children are not enrolled in school, which increases their vulnerability to the worst forms of child labor.(5, 15-17) Sources indicate that Roma children face numerous obstacles to accessing education, including discrimination by teachers and peers, long traveling distances to schools, and the inability to afford appropriate clothing and food to eat during school hours.(13, 18, 19) Additionally, research found that discrimination against Roma children by school administrators has led to disproportionately high enrollment rates of Roma children in schools for children with intellectual disabilities.(5, 20)




Although the Government of BiH, in collaboration with the Office of the UN High Commissioner for Refugees (UNHCR) and local NGO Vasa Prava, has made significant efforts to register undocumented individuals for citizenship, UNHCR estimates that approximately 60 people, primarily Roma, were still at risk of statelessness in the country during the reporting period.(5, 11) Children who lack identity documents may face barriers to accessing public education, which increases their vulnerability to engaging in child labor.(5, 15, 18, 21)

Children with disabilities also face barriers to accessing education, which may make them vulnerable to child labor. Although children with disabilities are required to attend class regularly, many schools are unable to provide accommodations for their disabilities.(5) While the number of school programs for children with disabilities is increasing, parents, particularly those of children with severe disabilities, often receive little support from the Government and are left to provide education for their own children.(5)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

BiH has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The State of BiH is a democratic republic with a bicameral parliament. Many governmental functions are the responsibility of two entities within the state, the Federation of Bosnia and Herzegovina (FBiH) and Republika Srpska (RS), as well as the self-governing

Brčko District.(5, 20)Criminal laws at the State, entity, and district levels regulate issues pertaining to the worst forms of child labor. The entities and the district are responsible for regulating labor issues.(22) BiH has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Work	Federation of Bosnia and Herzegovina (FBiH)	Yes	15	Article 15 of the Labor Law of the Federation of Bosnia and Herzegovina (23)
	Republika Srpska (RS)	Yes	15	Article 14 of the Labor Law of Republika Srpska (24)
	Brčko District (BD)	Yes	15	Article 10 of the Labor Law of Brčko District (25)
Minimum Age for Hazardous Work	FBiH	Yes	18	Article 51 of the Labor Law of the Federation of Bosnia and Herzegovina (23)
	RS	Yes	18	Article 69 of the Labor Law of Republika Srpska (24)
	BD	Yes	18	Article 41 of the Labor Law of Brčko District (25)
Prohibition of Hazardous Occupations or Activities for Children	FBiH	Yes		Articles 36, 51, and 140 of the Labor Law of the Federation of Bosnia and Herzegovina (23)
	RS	Yes		Articles 42, 45, 46, 69, and 150 of the Labor Law of Republika Srpska (24)
	BD	Yes		Articles 28, 41, and 111 of the Labor Law of Brčko District (25)
Prohibition of Forced Labor	Bosnia and Herzegovina (BiH)	Yes		Articles 185, 186, and 186a of the Criminal Code of Bosnia and Herzegovina; Article II of the Constitution of Bosnia and Herzegovina (22)
	FBiH	No		
	RS	Yes		Article 198b of the Criminal Code of Republika Srpska (26)
	BD	Yes		Article 207a of the Criminal Code of Brčko District (27)
Prohibition of Child Trafficking	Bosnia and Herzegovina (BiH)	Yes		Articles 185, 186, and 186a of the Criminal Code of Bosnia and Herzegovina (28)
	FBiH	No		
	RS	Yes		Article 198b of the Criminal Code of Republika Srpska (26)
	BD	Yes		Article 207a of the Criminal Code of Brčko District (27)
Prohibition of Commercial Sexual Exploitation of Children	BiH	Yes		Articles 186(5) and 187 of the Criminal Code of Bosnia and Herzegovina (28)
	FBiH	Yes		Articles 210 and 211 of the Criminal Code of the Federation of Bosnia and Herzegovina (29)
	RS	Yes		Articles 198 and 198b–200 of the Criminal Code of Republika Srpska (30)
	BD	Yes		Articles 186 and 207–209 of the Criminal Code of Brčko District (31)
Prohibition of Using Children in Illicit Activities	BiH	No		
	FBiH	Yes		Article 219 of the Criminal Code of the Federation of Bosnia and Herzegovina (29)
	RS	Yes		Articles 198b and 224 of the Criminal Code of Republika Srpska (26, 30)
	BD	Yes		Article 216 of the Criminal Code of Brčko District (31)
Minimum Age for Compulsory Military Recruitment	BiH	N/A*		
	FBiH	N/A*		
	RS	N/A*		
	BD	N/A*		

Bosnia and Herzegovina

MODERATE ADVANCEMENT

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	BiH	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (32, 33)
	FBiH	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (32, 33)
	RS	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (32, 33)
	BD	Yes	18	Article 9 of the Law on the Service in the Armed Forces of Bosnia and Herzegovina (32, 33)
Compulsory Education Age	FBiH	Yes	15‡	Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (34)
	RS	Yes	15	Article 3 of the Law on Primary Education of Republika Srpska; Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (34, 35)
	BD	Yes	15	Article 55 of the Law on Education in Primary and Secondary Schools in the Brčko District; Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (34, 36)
Free Public Education	FBiH	Yes		Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (34)
	RS	Yes		Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (34)
	BD	Yes		Article 16 of the Framework Law on Primary and Secondary Education in Bosnia and Herzegovina (34)

* No conscription.(33)

‡ Age calculated based on available information.(34)

The entities of FBiH and RS and the BD all prohibit the employment of minors in activities that may be harmful to their health and moral development, including work conducted underwater, underground, and at night, with certain exceptions.(23-25) However, neither of the entities nor BD have enacted legislation that defines the types of hazardous occupations and activities prohibited for children in a manner that is comprehensive and specific enough to facilitate effective implementation of penalties for hazardous work violations and the removal of children from these situations.(37, 38)

BiH law prohibits international trafficking in persons for forced labor and sexual exploitation. In 2011, the Governments of BiH, the entities, and BD agreed that BiH law would be used in cases of international human trafficking, but that entity and BD laws should be adopted to cover domestic human trafficking.(28, 39) In 2015, this change was codified by amendment to Article 186 of the BiH Criminal Code, which prohibits trafficking in persons for sexual exploitation and forced labor. The amendment reflected that the BiH Criminal Code covers only international human trafficking.(6, 11, 28) Additionally, the amendment increased penalties for trafficking of people under 18 years of age from a minimum of 5 years to a minimum of 10 years of imprisonment. (6, 11, 28) In 2013, RS and BD adopted amendments to their criminal codes to prohibit all forms of human trafficking and to ensure that convicted violators of these laws receive a sentence of at least 5 years of imprisonment, thereby harmonizing RS and BD laws with BiH law. In 2016, the FBiH amended the law to criminalize all forms of human trafficking, but this law was not effective during the reporting period.(26) As a result, during the reporting period, the FBiH did not have a law criminalizing domestic human trafficking.(6, 8)

The Criminal Codes of BiH, FBiH, RS, and BD prohibit the commercial sexual exploitation of children through legal provisions that forbid incitement to prostitution, forced prostitution, and turning a person over to a third party for the purpose of prostitution. Despite these protections, some areas consider juvenile prostitution a misdemeanor, which may result in minors engaged in commercial sexual exploitation being charged with a crime.(5, 40, 41) The law does not sufficiently prohibit the use of children for prostitution. The anti-trafficking amendment to the Criminal Code of BD penalizes the use of services provided by a child trafficked for the purpose of commercial sexual exploitation, and the amended Criminal Code of RS penalizes the same

offense if the perpetrator is aware that the child is a victim of human trafficking. Neither BD nor RS penalize the use of children who have not been trafficked for prostitution.(27, 30-31) The Criminal Code of FBiH does not prohibit the use of children for prostitution.(26, 28-31)

Laws related to illicit activities are not sufficient as the use of children for the production and trafficking of drugs is not criminally prohibited in BiH.

Minimum age protections in FBiH, RS, and BD labor codes do not apply to children who are self-employed or working outside formal employment relationships. This means that most children engaged in street work, the most common form of child labor, are not protected by the law.(1-6, 23-25)

The Framework Law on Primary and Secondary Education in Bosnia and Herzegovina makes primary education mandatory, beginning at age 6 and continuing for 9 years. As a result, children are typically 15 years old when they complete compulsory education.(34) Both RS and BD have passed additional legislation establishing 15 as the age at which compulsory education ends.(35, 36)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
FBiH Ministry of Labor and Social Policy Federal Inspection Agency and Cantonal-Level Labor Inspectorates	Enforce labor laws, including those on child labor, in FBiH.(6, 42, 43)
RS Ministry of Labor and Veterans Labor Inspectorate	Enforce labor laws, including those on child labor, in RS.(6, 43)
BD Administrative Support Department	Enforce labor laws, including those on child labor, in BD.(6)
Entity and Cantonal-Level Police	Enforce criminal laws against human trafficking, forced labor, prostitution, and begging.(39)
Ministry of Security (MoS)	Enforce national policy to prevent the worst forms of child labor. Collect data on human trafficking.(42) Ensure that victims are placed in government-approved shelters.(42)
State Investigative and Protection Agency (SIPA) and State Border Police (SBP)	Investigate human trafficking crimes and enforce anti-trafficking laws across the entire country (SIPA).(39, 40, 42) Identify victims of human trafficking at the border (SBP).(40)
State, Entity, and FBiH Cantonal-Level Prosecutors' Offices	Prosecute human trafficking, forced labor, prostitution, and forced begging cases at their respective levels, based on applicable laws.(39, 40, 42)

Labor Law Enforcement

In 2015, labor law enforcement agencies in BiH took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement		2014	2015
Labor Inspectorate Funding	FBiH	Unknown* (42)	Unknown* (6)
	RS	Unknown* (42)	Unknown* (6)
	BD	\$1,576,265 (42)	Unknown* (6)
Number of Labor Inspectors	FBiH	Unknown	78 (6)
	RS	Unknown	36 (6)
	BD	Unknown	7 (6)
Inspectorate Authorized to Assess Penalties	FBiH/RS/BD	Yes (42)	Yes (6)

Bosnia and Herzegovina

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement		2014	2015
Training for Labor Inspectors	FBIH/RS/BD		
■ Initial Training for New Employees		No (42)	Unknown
■ Training on New Laws Related to Child Labor		No (42)	Unknown
■ Refresher Courses Provided		No (42)	Unknown
Number of Labor Inspections	FBIH/RS/BD	Unknown	Unknown
■ Number Conducted at Worksites		Unknown	Unknown
■ Number Conducted by Desk Reviews		Unknown	Unknown
Number of Child Labor Violations Found	FBIH/RS/BD	0 (5, 42)	0 (6)
Number of Child Labor Violations for Which Penalties Were Imposed	FBIH/RS/BD	N/A	N/A
■ Number of Penalties Imposed That Were Collected		N/A	N/A
Routine Inspections Conducted	FBIH and RS	Unknown	Yes (6)
	BD	Unknown	Unknown
■ Routine Inspections Targeted	FBIH/RS/BD	Unknown	Unknown
Unannounced Inspections Permitted	FBIH/RS/BD	Yes (42)	Yes (6)
Unannounced Inspections Conducted	FBIH/RS/BD	Yes (42)	Yes (6)
Complaint Mechanism Exists	FBIH/RS/BD	No (42)	No (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	FBIH/RS/BD	No (42)	No (42)

*The Government does not make this information publicly available.

All three labor inspectorates are authorized to inspect any formal sector site without receiving prior approval, and approximately 30 percent of these inspections are unannounced. Inspectors who find violations of the child labor law are allowed to assess administrative penalties or issue fines of up to \$555.(6)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in BiH took actions to combat the worst forms of child labor, (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement		2014	2015
Training for Investigators	BiH/FBiH/RS/BD		
■ Initial Training for New Employees		Yes (20)	Yes (11)
■ Training on New Laws Related to the Worst Forms of Child Labor		Unknown	Unknown
■ Refresher Courses Provided		Yes (42, 44)	Yes (45)
Number of Investigations	BiH	Unknown	1 (11)
	FBiH	Unknown	Unknown
	RS	1 (42)	Unknown
	BD	6 (42)	Unknown
Number of Violations Found	BiH/FBiH/RS/BD	37 (46)	16 (11, 20)
Number of Prosecutions Initiated	BiH	14 (42)	8 (11)
	FBiH	8 (42)	Unknown
Number of Prosecutions Initiated	RS	Unknown	Unknown
	BD	Unknown	Unknown
Number of Convictions	BiH	0 (42)	1 (11)
	FBiH	6 (42)	Unknown
	RS	1 (42)	Unknown
	BD	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	BiH/FBiH/RS/BD	Yes (6)	Yes (6)

The three police academies in BiH provide training, in cooperation with the International Center for Migration Policy Development, on combating human trafficking; this includes 5 hours of basic training for police officers, 10 hours of training for inspectors, and 1 week of training for investigators. In 2015, the International Center for Migration Policy Development also held two train-the-trainer workshops for law enforcement personnel on the practical application of educational materials on combating human trafficking.(11) Officials from the judiciary, prosecutor's offices, Centers for Social Welfare, inspections agencies, and the Border Police also received training in order to assist the Government's research efforts on combating human trafficking and protecting victims. Although law enforcement personnel received training on human trafficking during the reporting period, Government authorities continue to struggle with recognizing forced begging and forced labor as human trafficking issues.(11) Furthermore, a government official acknowledged that while judges and prosecutors receive some basic training on human trafficking through the Agency for Education and Training, more training is needed, especially on how to properly prosecute cases involving child begging as a result of human trafficking.(44, 47)

In 2015, police and prosecutors at various levels of the Government were responsible for investigating human trafficking crimes and compiling information about them through the multiagency Strike Force for Combating Trafficking in Persons and Organized Illegal Migration (Anti-Trafficking Strike Force). Labor inspectors are not part of the Anti-Trafficking Strike Force.(6) Authorities refer children detained for begging to appropriate social services providers. NGOs that receive funding from either the Ministry of Security or the Ministry for Human Rights and Refugees may provide shelter to these children.(6)

During the reporting period, the Government identified 16 child trafficking victims.(11) Of these victims, 13 were girls who were subjected to either forced servile marriage or forced begging, and three were boys who were engaged in forced begging.(11) BiH and French criminal law enforcement authorities received support from Eurojust to create the first-ever joint investigative team to respond to a case involving some Romani girls who were forced into marriages before being trafficked to Paris, France, where they were forced to pickpocket and steal for their BiH traffickers. This joint investigation resulted in the arrests of seven traffickers in BiH, mostly from the Zenica region, and 11 traffickers in France, all of whom were members of the same Roma clan.(11) The BiH Prosecutor's Office issued its first-ever indictment against a BiH Government official, the Consul General at the BiH Embassy in Paris, on a charge of illegally issuing travel notes to more than 30 Roma women and girls returning to BiH, some of whom were the Romani girls who were trafficked to Paris and forced to pickpocket and steal, in exchange for financial compensation.(11) Through the National Referral Mechanism, some child victims may have been referred to Government-funded shelters, social welfare centers, or assistance programs.(20, 39, 42)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the Department of the State Coordinator for Combating Trafficking in Persons, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Department of the State Coordinator for Combating Trafficking in Persons (State Coordinator) within the Ministry of Security (MOS)	Coordinate human trafficking victim protection efforts among relevant ministries at the entity level, and among prosecutors at the state, entity, and local levels, and NGOs.(11, 40, 48) Oversee the human trafficking database, which includes data from NGOs, the State Investigative and Protection Agency (SIPA), the State Border Police (SBP), and police agencies and Prosecutors' Offices at all levels.(39) Publish data from this database in its annual report on trafficking.(11) Oversee shelter management and monitor NGOs' compliance with the agreed-upon provisions on victims' assistance.(39) In 2015, the State Coordinator, in partnership with the International Forum on Solidarity, held four training sessions on combating trafficking for 120 members of the regional monitoring teams. The State Coordinator also collaborated with the State-level Prosecutorial Training Center, State Coordinator for Combating Trafficking in Persons, and the OSCE, to develop curricula that can be used to train judges and prosecutors.(11) The OSCE used this curricula to train nine judges and prosecutors, who will train their colleagues on this curricula in the future.(11)
Strike Force for Combating Trafficking in Persons and Organized Illegal Migration (Anti-Trafficking Strike Force)	Coordinate human trafficking investigations across government agencies.(11) Convene once a month, with additional meetings scheduled as needed.(11, 47) Chaired by the Chief State Prosecutor, includes the following agencies: BiH Prosecutor's Office, State Coordinator for Combating Trafficking in Persons, Federation Prosecutor's Office, RS Prosecutor's Office, BD Prosecutor's Office, Federation Ministry of Interior, RS Ministry of Interior, SIPA, BD Police, SBP, and Federation and RS Tax Administrations.(11, 42)

Bosnia and Herzegovina

MODERATE ADVANCEMENT

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Inter-Ministerial Working Group	Monitor implementation of the Strategy to Counter Trafficking in Human Beings, the Action Plan, and the National Referral Mechanism.(11, 40) Comprises appointed representatives from the State and entity governments, including labor inspectors and elected representatives from NGOs active in anti-human trafficking.(3)
Regional Monitoring Teams	Facilitate coordination among State, entity, and cantonal-level institutions responsible for combating human trafficking, as well as coordination among NGOs and intergovernmental organizations. In 2015, there were Regional Monitoring Teams in Sarajevo, Mostar, Banja Luka, and Tuzla, all of which met regularly.(11, 20)

The Government of BiH maintains the Council for Children, which is responsible for coordinating children's issues among state-level agencies and institutions under the Action Plan for Children of BiH. Although the Council may address issues related to the worst forms of child labor, research did not find evidence that it functions as a mechanism to specifically coordinate efforts to prevent and eliminate child labor in BiH.(49, 50)

A source indicated the need for the Regional Monitoring Teams to improve their coordination efforts regarding the referral and protection of human trafficking victims.(11)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of BiH has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Counter Trafficking (2016–2019)†	In 2015, the Council of Ministers adopted this plan drafted by the State Coordinator and the Ministry of Human Rights and Refugees (MHRR). These bodies used recommendations from the evaluation of the previous plan's implementation and from relevant international monitoring mechanisms in order to create a structure that meets BiH's international obligations.(6, 11) The plan has five strategic goals, which include improving the provision of Government assistance to human trafficking victims, more efficiently prosecuting trafficking crimes, preventing trafficking in persons, and strengthening the collaboration and coordination among all stakeholders involved in combating human trafficking in BiH.(11)
Strategy to Counter Trafficking in Human Beings and Action Plan (2013–2015)	Focuses on comprehensive support, prevention, victim protection and assistance, criminal prosecution, and international cooperation. Follows international standards set by the Council of Europe Convention on Actions Against Trafficking in Human Beings and the Palermo Protocol on Trafficking in Persons.(40, 51) Implemented and monitored by a team of representatives from the Ministry of Security, Ministry of Justice, MHRR, Ministry of Civil Affairs, High Judicial and Prosecutorial Council, and NGOs.(39, 48)
Action Plan for Child Protection and Prevention of Violence Against Children Through Information-Communications Technologies (2014–2015)	Aims to develop efficient mechanisms to protect children from exploitation in child pornography and other forms of sexual exploitation through information and communications technology. Includes 40 activities in the categories of legislation, institutional capacities and cooperation, and prevention.(52) Developed as part of BiH's commitments under the Global Alliance Against Child Sexual Abuse Online initiative.(3)
Action Plan for Children of BiH (2015–2018)*†	Based on recommendations from the Committee for the Rights of the Child and in response to the poorest results achieved while implementing previous Action Plans, this Action Plan for Children of BiH is designed to take a multidisciplinary approach that aims to continue improving the Government's efforts to protect children's rights.(53)
Decade of Roma Inclusion (2005–2015) and Action Plan (2013–2016)*	Aims to improve the socioeconomic status and social inclusion of Roma. Joint initiative of 12 European countries.(6)
Policy for the Protection of Children Deprived of Parental Care and Families at Risk of Separation in FBiH (2006–2016) and Action Plan (2013–2016)*	Calls for the development of social protection systems to provide sufficient protection to children without parental care and children separated from their parents.(7)
Council of Europe Action Plan for BiH (2015–2017)*†	Approved by the Committee of Ministers of the Council of Europe in 2015, outlines a comprehensive strategy for cooperation efforts between the Government and the Council of Europe. Includes components designed to increase inclusivity and access to quality education for all children and decrease discrimination against Roma.(54)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the Government of BiH has adopted the National Action Plan to Counter Trafficking and the Action Plan for Child Protection and Prevention of Violence Against Children Through Information-Communications Technologies, research found no evidence of an overall policy to combat child labor or the worst forms of child labor, including commercial sexual exploitation, forced labor, and illicit activities.(3, 6, 11, 52)

Some progress has been made toward improving conditions for the Roma population through the Decade of Roma Inclusion; however, sources indicate that the Government has not allocated adequate financial resources for effective implementation of inclusive education initiatives.(19, 55-57)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of BiH funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
MHRR Funding†	\$2.1 million Roma assistance project funded by the MHRR and various donors and implemented by MHRR and 23 NGOs.(48) Aims to address issues related to housing, health care, and employment for Roma people.(46)
Registration Project	Office of the UN High Commissioner for Refugees-funded project, implemented by NGO Vasa Prava, that promotes registration of Roma people to increase their access to social benefits and to enable Roma children to enroll in schools.(11, 42, 58) Since its initiation in July 2009, has helped 1,300 Roma individuals to register for citizenship and has enabled 19,000 individuals to apply for social inclusion programs.(46, 49)
Daily Centers and Crisis Centers†	Center for Social Welfare-supported and NGO-operated long- and short-term day care centers for vulnerable children, especially those who live or work on the street.(40, 49) Provide direct assistance for children, including educational activities, counseling, food, and hygiene.(2, 16) Daily Centers operate in nine locations across the country. In four locations, NGOs also maintain Crisis Centers to provide protection to children found in exploitative labor situations who need emergency access to accommodation and social services.(14) In 2015, daily centers in Banja Luka, Tuzla, Mostar, Bijeljina, Bihac, and Sarajevo assisted 129 children at risk of human trafficking, most of whom were engaged in begging and other types of street work.(11)
Enhancing the Social Protection and Inclusion System for Children in BiH (2008–2015)	EU-funded program implemented by UNICEF, government ministries, and NGOs that seeks to improve social protection systems at all levels of Government, strengthen the capacity of government agencies to provide for social protection and inclusion of children, and enhance coordination and communication between providers of social services and the responsible authorities at the local level.(59)
Assistance for Trafficking Victims†	Government program that allocates small grants to local NGOs for the provision of shelter and social services to victims of human trafficking. In 2015, MHRR distributed \$34,000 to assist domestic victims, while the Ministry of Security distributed \$68,000 to assist foreign victims and allocated \$5,681 for the commemoration of European Anti-Trafficking Day.(44) Services include counseling, educational assistance and job training for domestic victims, and providing visa and legal services for foreign victims of human trafficking.(44)
Implementation of the Strategy to Counter Trafficking in Human Beings (2013–2015)†	\$409,630 USAID and Government-funded project to implement the new Strategy to Counter Trafficking in Human Beings. Activities include conducting research to estimate the extent of trafficking in the country, strengthening the capacity of institutions to investigate and prosecute cases of human trafficking and to assist victims, and raising public awareness of human trafficking issues in the framework of the Strategy.(39, 60) In 2015, the State Coordinator concluded the implementation of this program, which included 280 judges, prosecutors, law enforcement personnel, NGO workers, and journalists receiving training on human trafficking issues through regular regional monitoring and national referral meetings. The University of Sarajevo's Criminal Policy Research Center completed the comprehensive academic study on the scope of human trafficking in BiH, which the State Coordinator commissioned through this program.(11) This study will be translated into English. Additionally, the State Coordinator partnered with marketing agency BORAM, in partnerships with digital and print media, to carry out a nationwide public awareness campaign focused on reducing labor exploitation, sexual exploitation, begging, and forced marriages, by distributing video spots, audio clips, and leaflets.(11)
Fight Against Trafficking in Human Beings and Organized Crime—Phase 2 (2014–2017)	EU-funded project, implemented by the International Center for Migration Policy Development in six countries, including BiH. Aims to build the capacity of participating governments to prevent transnational organized crime, particularly human trafficking, by providing policy, legal, and technical assistance.(61) Focuses on improving victim identification, increasing prosecution of traffickers, and strengthening coordination among EU and non-EU stakeholders.(61)

† Program is funded by the Government of BiH.

As labor inspectors do not have a mandate to inspect the streets, staff from Daily Centers are often the first to identify children engaged in hazardous street work. In Sarajevo, an institutionalized Mobile Team with a staff of three individuals engages in daily outreach to children on the streets and to families in vulnerable communities.(4) The Mobile Team staff stated, however, that they

Bosnia and Herzegovina

MODERATE ADVANCEMENT

lack sufficient resources for their work, especially reliable transportation.(2) Government support for outreach to street children in areas outside of Sarajevo varies significantly, depending on the location. While the majority of Daily Centers collaborate with local Centers for Social Welfare, most Daily Centers are not institutionalized, and, therefore, lack consistent financial and technical support.(14) This may limit the ability of Daily Centers to identify and assist children working on the streets. Research also found that although the Government provides some social services for low-income families through the Center for Social Welfare, many families do not receive enough assistance to reduce their reliance on child labor, especially begging, as a source of income.(2)

Government officials noted that although the number of domestic human trafficking victims identified in BiH is significantly higher than the number of foreign human trafficking victims identified, Government funding is disproportionately allocated to assist foreigners. As a result, some organizations that provide services to victims of domestic human trafficking may lack adequate financial resources.(3, 50)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in BiH (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws exist in all entities that clearly and comprehensively describe the hazardous occupations and activities prohibited for children.	2009 – 2015
	Ensure that BiH law prohibits the use of children in illicit activities, including the use, procurement, and offering of children for the production and trafficking of drugs.	2015
	Ensure that children engaged in commercial sexual exploitation are treated as victims rather than criminals under FBiH law.	2013 – 2015
	Ensure that BiH law criminally prohibits the use of a child for prostitution, even if that child has not been trafficked.	2015
	Ensure that all children are protected by labor law, including those who work in the informal sector, such as children engaged in street work.	2015
Enforcement	Collect and publish information on labor law enforcement efforts, including labor inspectorate funding, training labor inspectors receive, and the number of labor inspections.	2015
	Establish a referral mechanism between labor authorities and social services.	2013 – 2015
	Collect and publish data on the number of investigations and individuals prosecuted, convicted, and sentenced for crimes related to human trafficking and commercial sexual exploitation, disaggregated by age and sex of the victim, in FBiH, RS, and BD.	2013 – 2015
	Increase training for prosecutors and judges on how to properly apply criminal law in cases of child labor trafficking, forced labor, and forced begging.	2014 – 2015
	Ensure that all children identified as engaged in child labor are referred to appropriate social services.	2013 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2015
	Improve the coordination among Regional Monitoring Teams on referral and protection of human trafficking victims.	2015
Government Policies	Integrate child labor prevention and elimination strategies into new and existing policies.	2009 – 2015
	Adopt a policy designed to address child labor and the worst forms of child labor other than child trafficking, including in commercial sexual exploitation, forced labor, and illicit activities.	2015
	Expand and provide adequate funding for existing programs aimed at improving access to education for Roma children and implementing the commitments of including Roma into society by providing for basic needs.	2010 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Collect data on children involved in the worst forms of child labor in order to enhance policymakers' ability to identify problems more accurately and to address them more effectively.	2009 – 2015
	Promote inclusive education for minority children, including Roma, by expanding efforts to reduce discrimination in schools, to mitigate the costs associated with education, and to assist Roma and other families at risk of statelessness to register for citizenship documentation that entitles their children to access to school.	2011 – 2015
Social Programs	Ensure inclusive education for children with disabilities, particularly children with extensive disabilities, by ensuring that all schools have enough resources to provide necessary accommodations for them.	2015
	Increase funding for programs that provide social services, including housing, for child trafficking victims.	2015
	Institutionalize and provide sufficient funding for Daily Centers to ensure that they have the resources and technical support necessary to assist children involved in child labor and those who are at risk of involvement.	2014 – 2015
	Strengthen social protection programs that provide support to economically vulnerable families in order to reduce their reliance on child labor.	2014 – 2015
	Ensure that resources for human trafficking victims are sufficient to meet the needs of domestic victims.	2014 – 2015

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In 2015, Botswana made a minimal advancement in efforts to eliminate the worst forms of child labor. In response to the Anti-Human Trafficking Bill's mandate, the Government established the Human Trafficking (Prohibition) Committee comprised of government agencies and non-governmental organizations collaborating to address trafficking in persons, including the trafficking of children. During the year, the Ministry of Defense, Justice, and Security, in collaboration with the International Organization for Migration, sponsored training sessions for the Botswana Police and the Namibian Police Service on how to identify and combat trafficking in persons. The Government continued its Stay-in-School Program, which trains teachers and social workers on how to talk to parents about the importance of education. However, although research is limited, there is evidence that children are engaged in child labor in cattle herding in Botswana. Key gaps remain in the country's legal framework, including the lack of a compulsory minimum age and insufficient hazardous work prohibitions, and labor law enforcement data are not made publicly available.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children are engaged in child labor in cattle herding in Botswana.(1, 2) Table 1 provides key indicators on children's work and education in Botswana. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	5-14 yrs.	Unavailable
Primary Completion Rate (%)		99.7

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(3)
Data were unavailable from Understanding Children's Work Project's analysis, 2015.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (5, 6)
	Herding cattle* (1, 2)
Services	Street work,* including vending* (1)
	Domestic work* (1, 7)
Categorical Worst Forms of Child Labor†	Forced labor on farms and cattle posts,* sometimes as a result of human trafficking* (8)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (8, 9)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Botswana




MINIMAL ADVANCEMENT

Children in Botswana are trafficked internally along major highways by truck drivers for commercial sexual exploitation.(8) Two NGOs reported that children are engaged in cattle herding in remote rural villages, especially among the San population.(2, 9) Although research found no laws making education compulsory, the Government reported to UNESCO that education is compulsory for children up to age 16.(10, 11) Primary education is free and poor families receive free meals, toiletries, and school uniforms.(5, 12) However, secondary school costs between \$38 and \$43 per year, which may deter families from sending their children to school and increase the risk of children engaging in child labor.(12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Botswana has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Articles 2 and 107 of the Employment Act (13)
Minimum Age for Hazardous Work	Yes	18	Articles 2 and 110 of the Employment Act (13)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 2 and 108 of the Employment Act; Section 24 of the Children's Act (13, 14)
Prohibition of Forced Labor	Yes		Articles 2 and 71 of the Employment Act; Articles 175 and 262 of the Penal Code; Section 114 of the Children's Act; Articles 9 and 10 of the Anti-Human Trafficking Act (13-16)
Prohibition of Child Trafficking	Yes		Article 175 of the Penal Code; Section 114 of the Children's Act; Articles 9 and 10 of the Anti-Human Trafficking Act (14-16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 25 and 57–59 of the Children's Act (14)
Prohibition of Using Children in Illicit Activities	Yes		Section 60 of the Children's Act (14)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 17 of the Botswana Defense Force Act (17)
Compulsory Education Age	No		
Free Public Education	Yes		Revised National Policy in Education, White Paper No. 12 of 1994; Section 18 of the Children's Act (14, 18)

*No conscription (19)

The minimum age protections in the Employment Act do not apply to children who work without a contract, and therefore do not apply to children in domestic work. Although the Employment Act prohibits hazardous underground work for children under age 18, the law fails to prohibit hazardous work in other child labor sectors, such as in agriculture.(13) While the Government has made efforts to compile a comprehensive list of hazardous occupations in recent years, it has yet to be approved.(20-22)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Home Affairs	Enforce child labor laws and policies. In the case of the Commissioner of Labor, authorized by the Employment Act to conduct labor inspections.(5, 13, 20) To facilitate coordination with the local leaders and law enforcement officers, labor inspectors are posted to District Council offices to carry out their duties.(23)
District and Municipal Council Child Welfare Divisions	Enforce child labor laws at the local levels.(5) During the year, the council met on a quarterly basis.(24)
Ministry of Defense, Justice, and Security	Monitor suspected human trafficking cases.(25) During the year, the Ministry of Defense, Justice, and Security held four trainings on trafficking in persons for citizens in the Selebiphikwe, North East District, Central District, and Sown Town Councils.(26)

On July 30, 2015, the Ministry of Defense, Justice, and Security (MDJS) led efforts to celebrate World Day Against Trafficking in Persons in collaboration with the UNODC, the European Union Delegation, and the Southern African Development Community.(26)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Botswana took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$50,000 (23)	Unknown* (23)
Number of Labor Inspectors	55 (1)	Unknown* (23)
Inspectorate Authorized to Assess Penalties	Yes (1)	Yes (23)
Training for Labor Inspectors		
■ Initial Training for New Employees	N/A	Unknown* (23)
■ Training on New Laws Related to Child Labor	N/A	Unknown* (23)
■ Refresher Courses Provided	No (1)	No (23)
Number of Labor Inspections	1,378 (1)	250‡ (23)
■ Number Conducted at Worksite	1,378 (1)	250‡ (23)
■ Number Conducted by Desk Reviews	0 (1)	Unknown* (23)
Number of Child Labor Violations Found	0 (1)	0 (23)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (1)	N/A (23)
■ Number of Penalties Imposed That Were Collected	N/A (1)	N/A (23)
Routine Inspections Conducted	Yes (1)	Yes (23)
■ Routine Inspections Targeted	Yes (1)	Yes (23)
Unannounced Inspections Permitted	Yes (1)	Yes (23)
Unannounced Inspections Conducted	Yes (1)	Yes (23)
Complaint Mechanism Exists	Yes (1)	Yes (23)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1)	Yes (23)

* The Government does not make this information publicly available.

‡ Data are from the Government of Botswana for period from January 1, 2015 to November 1, 2015.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Botswana took actions to combat the worst forms of child labor (Table 7).

Botswana

MINIMAL ADVANCEMENT

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown* (23)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (26)
■ Refresher Courses Provided	Unknown	Yes (26)
Number of Investigations	Unknown	Unknown* (23)
Number of Violations Found	0 (1)	Unknown* (23)
Number of Prosecutions Initiated	0 (1)	Unknown* (23)
Number of Convictions	0 (1)	Unknown* (23)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (23)

*The Government does not make this information publicly available.

In 2015, the MDJS reported that it conducted human trafficking awareness trainings and media interviews, and formed an anti-human trafficking network that trained 379 police officers, social workers, pastors, and young persons on trafficking in persons. In addition, the MDJS, in collaboration with the IOM, held 10 sessions for law enforcement officers, including the Botswana Police and Namibian Police Service to address human trafficking issues.(26) Despite these efforts, it has been reported that police are not sensitive in handling cases of violence against women and children, and do not have adequate investigative training, which inhibits them in identifying, prosecuting, and preventing trafficking violations.(21, 25, 27)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Human Trafficking (Prohibition) Committee	Establish a reporting and referral mechanism for children subjected to human trafficking. Created by the Anti-Human Trafficking Bill.(1)
Advisory Committee on Child Labor	Oversee child labor issues and report to the Government three to four times per year. Include representatives from government agencies, various NGOs, worker federations, and employer organizations.(7, 20)
Child Labor Committees	Identify child laborers at the village level. Include social workers; school teachers; members of the Village Development Committees, which are local government structures; labor inspectors; and community leaders, including chiefs and priests.(12)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Botswana has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on the Elimination of the Worst Kinds of Child Labor	Outlines the Government's plan to address child labor through legislation and policy, awareness raising, programs, and training on child labor and its worst forms for relevant stakeholders and implementers.(1)
National Plan of Action for Orphans and Vulnerable Children*	Outlines the Government's response to challenges faced by orphans and vulnerable children. Facilitates operational planning and encourages the development of communication tools among key players. Provides long-term objectives related to child protection and the implementation of the Children's Act and other relevant regulations.(28)
Presidential Task Group on Long-Term Vision for Botswana's Vision 2016 Strategy	Aims to provide universal access to school and improve families' social and economic conditions so that children in poor and rural areas are no longer viewed as essential sources of labor and income. Acknowledges that parents sometimes intentionally choose not to send their children to school.(29)
UN Development Assistance Framework (2010–2016)	Supports reducing child labor to help create a protective and supportive environment for children.(30)
Botswana National Youth Policy and National Action Plan for Youth* (est. 1996)	Addresses issues affecting youth, such as abuse and access to education. Includes plans for government-funded programs and nationwide seminars to encourage youth entrepreneurship.(12, 31, 32)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Ministry of Labor and Home Affairs Sustainability Plan	Aims to incorporate addressing child labor issues into the regular duties of labor inspectors. Calls on local leaders and volunteers to identify and refer cases of child labor to social workers and school teachers to monitor attendance and promote retention.(33)
Ministry and Department Action Plans	Plans to address child labor by the Ministry of Education, Ministry of Gender and Child Welfare, Department of Social Services, and the Police.(34) Contains implementation strategies that include the safety and protection of children, and identify and help vulnerable children in need.(34)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Botswana funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Decent Work Country Program (2011–2017)	ILO Decent Work Country Program for Southern Africa that focuses on employment creation, social protection, tripartism, social dialogue, and workers' rights. Addresses HIV/AIDS and child labor issues.(34, 35) The program was extended to 2017.(36)
Stay-in-School Program†	Government program that trains teachers and social workers to communicate with parents about the importance of education.(5, 20)

† Program is funded by the Government of Botswana.

Although Botswana has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Botswana (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits hazardous work for children younger than age 18 in all relevant sectors, including in agriculture.	2009 – 2015
	Ensure that the law's minimum age protections apply to children working without a contract.	2010 – 2015
	Establish a compulsory education age equal to or higher than the minimum age of employment.	2010 – 2015
Enforcement	Make information publicly available about the labor inspectorate's level of funding, number of labor inspectors, and trainings related to child labor, including its worst forms.	2015
	Make information publicly available about criminal law enforcement's number of investigations, violations found, prosecutions, and convictions concerning the worst forms of child labor.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the existing youth policies.	2011 – 2015
Social Programs	Ensure that children can complete secondary school by subsidizing or defraying the cost of tuition, meals, and school uniforms.	2015
	Conduct research on child labor, including its worst forms, to inform policies and programs.	2013 – 2015
	Develop programs to address child labor in domestic work and cattle herding.	2012 – 2015

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In 2015, Brazil made a significant advancement in efforts to eliminate the worst forms of child labor. The Government conducted 7,263 child labor inspections; of these, the mobile inspection group to combat child labor, established in 2014, conducted 34 inspection activities, and issued 53 penalties for child labor law violations. The state of Bahia passed a law that removes state tax and administrative benefits for companies that utilize forced labor and prohibits company owners and associates from opening a new business within 10 years. The city of São Paulo approved the Municipal Plan to Eradicate Forced Labor, which aims to create and maintain a central database for forced labor information and increase access to education and health services for victims of human trafficking and forced labor. In addition, the Government increased funding for the Family Stipend (Bolsa Família) program by \$268 million. However, children are engaged in the worst forms of child labor, including in the production of tobacco and in commercial sexual exploitation. Brazil's legal definition of trafficking in persons does not cover human trafficking for labor exploitation. In addition, social programs for child trafficking victims, including victims of commercial sexual exploitation, appear to be insufficient.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

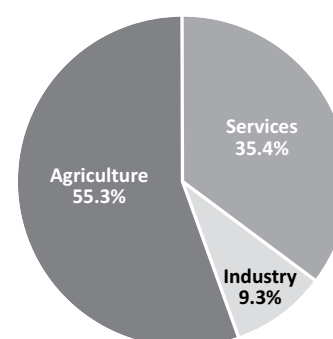
Children in Brazil are engaged in the worst forms of child labor, including in the production of tobacco and in commercial sexual exploitation.(1-6) In 2015, the Government released the 2014 National Household Survey results, which found 3.3 million children ages 5 to 17 working in Brazil, a 4.5 percent increase from 2013. The study also found that 62 percent of child laborers ages 5 to 13 work in agriculture.(7) Table 1 provides key indicators on children's work and education in Brazil.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	2.7 (839,620)
Attending School (%)	5-14 yrs.	97.6
Combining Work and School (%)	7-14 yrs.	3.1
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(8)
Source for all other data: Understanding Children's Work Project's analysis of statistics from Pesquisa Nacional por Amostra de Domicílios (PNAD), 2013.(9)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of apples,* beans,* citrus,*† coffee,* corn,* cotton,† manioc, manioc flour,*† mate tea,* pineapple,† potatoes,* rice, sisal,† sugarcane,*† tobacco,† and tomatoes,* and processing cashewst (5, 6, 10-23)
	Cattle ranching† and animal slaughter,† including for beef production† (6, 14, 22, 24)
	Mollusk harvesting*† (15, 25)
	Forestry,* including logging*† and charcoal production† (22, 26, 27)

Brazil

SIGNIFICANT ADVANCEMENT

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Production of ceramicst and brickst (6, 22, 27, 28)
	Production of garments*† and footwear† (5, 18, 19, 21, 27, 29, 30)
	Work in quarries*† (31)
Services	Street work,† including vending† and begging* (4, 32-34)
	Garbage scavenging† (6, 32, 34)
	Washing and repairing automobiles,* tractors,* and machines† (6, 22, 35, 36)
	Work in markets and fairs,* including hauling fruits and vegetables* and transporting heavy loads* (30, 35-37)
	Work in fast food establishments* (38)
	Selling alcoholic beverages*† (5, 22)
	Artistic work* and playing in soccer clubs* (21, 39-41)
	Domestic work† (4, 5, 42)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1-3, 33, 34, 43, 44)
	Domestic work, begging, and playing in soccer clubs, each sometimes as a result of human trafficking* (1, 45)
	Use in illicit activities, including drug trafficking,* sometimes as a result of human trafficking (1, 4, 33)
	Forced labor in agriculture, including in coffee,* manioc,* and mate tea* (11, 20, 33, 46)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In Brazil, human trafficking is a problem, especially in border areas. Brazilian and Paraguayan indigenous children are trafficked for domestic work; Paraguayan indigenous children are trafficked for the purpose of begging; adolescents, including some from Haiti and South Korea, are trafficked to play in soccer clubs.(1, 45)




While there are no overall statistics available, the Government acknowledges that the commercial sexual exploitation of children is a problem throughout Brazil, especially in tourist areas in the cities of Fortaleza, Manaus, and in the slums (*favelas*) of Rio de Janeiro.(47) Child sex tourism is particularly common in tourist areas along the coast.(48)

In 2015, the results of the National School Census found that 4,084 rural schools closed in 2014.(49, 50) The states most affected by school closures are in the North and Northeast regions.(51) Many indigenous children are not registered at birth.(33) This may affect their ability to access education because birth registration documents are often necessary to enroll in school.(52)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Brazil has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 403 of the Labor Code (53)
Minimum Age for Hazardous Work	Yes	18	Article 2 of the Hazardous Work List (54)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Hazardous Work List (54)
Prohibition of Forced Labor	Yes		Articles 149, 231, and 231-A of the Penal Code (55)
Prohibition of Child Trafficking	Yes		Articles 231 and 231-A of the Penal Code (55)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 218-A, 218-B, 227, and 228 of the Penal Code; Articles 240, 241, and 244A of the Child and Adolescent Statute (55, 56)
Prohibition of Using Children in Illicit Activities	Yes		Articles 33 and 40 of the National System of Public Policies on Drugs; Article 244-B of the Child and Adolescent Statute (56, 57)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 5 of the Military Service Law (58)
Minimum Age for Voluntary Military Service	Yes	17	Article 5 of the Military Service Law (58)
Compulsory Education Age	Yes	17	Article 208 of the Constitution (59)
Free Public Education	Yes		Article 208 of the Constitution (59)

In January 2015, the state of Bahia passed Law 13.221, establishing harsher penalties for companies that utilize forced or exploitative labor directly or in their supply chains. The penalties remove tax or administrative benefits offered by the state and prohibit company owners and associates from opening a new business within 10 years.(60)

The Penal Code's definition of trafficking in persons does not cover human trafficking for the purposes of labor.(43, 55) Although the Government drafted a bill in 2014 that aims to harmonize the trafficking in persons legal framework with international standards, the legislation was not approved during the reporting period.(43)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MTPS)	Conduct labor inspections and enforce child and forced labor laws.(30) Labor inspections are planned by the 27 regional offices based on federal goals, analyses of labor market data, and available human and financial resources.(61, 62) In the case of the mobile inspection group, combat child labor by coordinating labor inspections with awareness-raising programs.(21) Additional mobile inspection units, located in every region, conduct unannounced inspections where forced labor, including forced child labor, is suspected.(21, 63) Mobile inspection units comprise labor inspectors, labor prosecutors, and Federal Police officers.(21) Refer cases involving the worst forms of child labor to the Ministry of Justice and other government agencies.(64) In 2015, the Ministry of Labor and Employment and the Ministry of Social Welfare were combined to form the Ministry of Labor and Social Security (MTPS).(21)
Federal Labor Prosecutor's Office	Prosecute child labor violations by working with prosecutors from the National Committee to Combat Child and Adolescent Labor, an in-house body that coordinates efforts to combat child labor.(65) Carry out awareness-raising campaigns and monitor whether municipalities budget the required 5 percent for initiatives to protect children's rights.(30, 65, 66)
Federal Police	Investigate some cases of forced labor, human trafficking, and commercial sexual exploitation of children.(30) Maintain a database to track cases of human trafficking for sexual exploitation.(21)
Federal Public Ministry	Investigate and prosecute cases of forced labor and human trafficking.(67)
Ministry of Justice	Lead efforts to combat human trafficking and oversee Advanced Posts (<i>Postos Avançados</i>) and state-run Anti-Trafficking Coordination Centers (<i>Núcleos de Enfrentamento</i>). (43) Provide guidance to federal, state, and local government officials on referrals for victims of human trafficking, including to Anti-Trafficking Coordination Centers (<i>Núcleos de Enfrentamento</i>), Social Assistance Reference Centers, and NGOs.(43)

Brazil

SIGNIFICANT ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Women, Racial Equality, and Human Rights	Coordinate efforts to protect human rights, including combating forced labor and commercial sexual exploitation. In 2015, the National Secretariats of Human Rights and Women's Policies were unified with the Secretariat of Policies for Racial Equality, under the Ministry of Women, Racial Equality, and Human Rights.(68) The National Secretary of Human Rights (SDH) sponsors Dial 100, a human rights violation hotline that directs child labor complaints to appropriate institutions for follow-up.(30, 68) The National Secretary of Women's Policies operates Dial 180, a hotline that receives complaints about violence against women.(69, 70) During the reporting period, the Government expanded the Dial 100 and Dial 180 hotlines, making them available at all hours, every day of the year.(43) In 2015, Dial 100 registered 121 human trafficking complaints and 307 forced labor complaints.(71) From January to June, Dial 180 received 176 human trafficking complaints.(72)
Federal Highway Police	Collaborate with the Federal Public Ministry and MTPS's mobile inspection units to identify areas at high risk of forced labor and commercial sexual exploitation, with a focus on Brazil's highways.(73, 74)
Advanced Posts (<i>Postos Avançados</i>)	Identify human traffickers and potential victims in high-transit areas, including airports and bus stations. There are 19 posts in areas with historically high rates of human trafficking. In October 2015, a new post opened in Manaus.(43)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Brazil took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (75)	\$809,345 (63)
Number of Labor Inspectors	2,711 (75)	2,500 (21)
Number of Child Labor Dedicated Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Yes (75)	Yes (21)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (75)	Yes (21)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (75)	Yes (63)
Number of Labor Inspections	399,346 (76)	355,740 (76)
■ Number Conducted at Worksites	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	5,522 (75)	7,200 (77)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (75)	53 (21)
■ Number of Penalties Imposed That Were Collected	Unknown (75)	Unknown (21)
Routine Inspections Conducted	Yes (75)	Yes (21)
■ Routine Inspections Targeted	Yes (75)	Yes (63)
Unannounced Inspections Permitted	Yes (75)	Yes (21)
Unannounced Inspections Conducted	Yes (63)	Yes (63)
Complaint Mechanism Exists	Yes (75)	Yes (21)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (75)	Yes (21)

According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Brazil should employ roughly 7,280 inspectors in order to adequately enforce labor laws throughout the country.(21, 78-80) In 2015, the Ministry of Labor and Social Security (MTPS) conducted 7,263 child labor inspections.(77) The majority of inspections occurred in the states of Minas Gerais, Rio de Janeiro, Mato Grosso do Sul, Amazonas, and Rio Grande do Sul.(21) The states that registered the highest number of violations were Rio de Janeiro, Minas Gerais, Paraná, Rio Grande do Sul, and Mato Grosso do Sul. In Amazonas, inspectors found 32 violations of child labor laws involving children ages 4 and younger.(77) In May, MTPS targeted

the fast food industry for inspections due to the high number of complaints received about children working in this sector.(38) In October, the mobile inspection group to combat child labor conducted 34 inspection activities in Pará in response to the continued employment of children in carwashes and fairs, situations in which they may be exposed to chemicals and flammable and sharp materials.(36) The mobile inspection group found 81 children engaged in child labor and an additional 21 children above the minimum age engaged in hazardous work; 53 penalties were issued.(21, 36)

Upon finding children in hazardous working conditions, MTPS officials immediately remove the children and return them to their families or refer them to social service providers.(21) Between April 2014 and April 2015, labor inspectors removed 5,688 children from child labor. The states with the most rescued children were Pernambuco, Minas Gerais, Mato Grosso do Sul, Goiás, and Sergipe.(81) In 2015, MTPS' labor inspectors and mobile inspection units removed 1,010 people from forced and exploitative labor conditions; 12 of these victims were children under age 16, and 28 were children between 16 and 17. The majority of victims were found in urban areas.(82)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Brazil took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (63)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (69)	Yes (43)
Number of Investigations	Unknown	Unknown (43)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown (69)	Unknown (43)
Number of Convictions	Unknown (69)	Unknown (43)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (75)	Yes (43)

In July 2015, the Government worked with UNODC to provide training on human trafficking issues to police officers, judges, and prosecutors.(43) The Ministry of Justice trained 40 metropolitan civil guards from São Paulo to detect and report cases of human trafficking for labor and sexual exploitation to MTPS and the Federal Police.(83)

From January to June 2015, self-reported data compiled from Anti-Trafficking Coordination Centers (*Núcleos de Enfrentamento*) and Advanced Posts (*Postos Avançados*) identified 170 victims of human trafficking for sexual exploitation and 2,145 victims of human trafficking for labor exploitation.(43) Research did not find disaggregated data for complaints regarding adult and child victims. The National Center for Cybercrime Complaints, a partnership between the Government and NGO SaferNet, receives online complaints about human rights violations, including child pornography and human trafficking, and refers cases to the Federal Public Ministry and Federal Police for investigation.(84, 85)

Although the Federal Police maintain a database to track cases of human trafficking for sexual exploitation, no mechanism is in place to record violations related to the commercial sexual exploitation of children, including in prostitution and pornography.(43)

According to the Government, the judicial system does not adequately hold perpetrators of child labor law violations accountable, which may lead to a sense of impunity among violators.(21) Despite reported incidents of child sex tourism, research found no evidence that investigations, prosecutions, or convictions were undertaken during the reporting period. Furthermore, limited evidence suggests police officers and other government officials may be involved in child trafficking for commercial sexual exploitation.(33)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee for the Eradication of Child Labor	Lead the implementation of the National Plan for the Prevention and Eradication of Child Labor and the Protection of Working Adolescents. Led by MTPS, includes 17 government agencies and representatives from trade unions, business associations, and civil society organizations.(86, 87)
Intersectoral Commission to Combat Sexual Violence Against Children and Adolescents	Monitor implementation of the National Plan to Combat Sexual Violence Against Children and Adolescents. Led by the SDH and includes representatives from civil society, international organizations, Federal Public Ministry, and MTPS.(88, 89)
National Committee to Combat Trafficking in Persons	Coordinate activities to address human trafficking, including implementation of the Second Plan to Combat Trafficking in Persons. Led by the Ministry of Justice, with 26 representatives from government agencies, civil society organizations, national councils, and academia.(90, 91)
National Council for the Rights of Children and Adolescents	Monitor policies to protect children's rights, including the rights of working children. Includes 28 sitting Council members, 14 of whom are representatives from the Executive Branch and 14 of whom are NGO representatives.(92, 93)
Interagency Committee to Implement Strategies to Ensure the Protection of Children's and Adolescents' Rights	Coordinate the implementation of policies to protect children's and adolescents' rights, including the National Plan for the Prevention and Eradication of Child Labor and the Protection of Working Adolescents. Led by SDH, includes representatives from the National Council of the Federal Public Ministry, MTPS, and ministries of Justice, Education, Health, and Social Development and the Fight Against Hunger.(94)
Labor Justice Commission for the Eradication of Child Labor and Protection of Adolescent Decent Work	Organize efforts of the labor courts to eliminate child labor and ensure that adolescents have decent work opportunities.(95) Includes 11 representatives from the Superior Labor Court and regional labor courts.(96)
Anti-Trafficking Coordination Centers (<i>Núcleos de Enfrentamento</i>)	Coordinate activities carried out by local, state, and federal agencies to combat human trafficking. Established in 16 states.(67)
Judicial State Committees to Combat Trafficking in Persons	Coordinate data sharing on human trafficking cases among courts. Established in 15 states.(69)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Brazil has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan for the Prevention and Eradication of Child Labor and the Protection of Working Adolescents (2011–2015)	Guided the Government of Brazil's efforts to combat child labor, including its worst forms.(97)
National Plan to Combat Sexual Violence Against Children and Adolescents (2013–2020)	Identifies strategies to prevent sexual violence, protect children's rights, and assist child victims.(89)
National Policy on Human Rights for Children and Adolescents (2011–2020)	Outlines the policy framework to promote children's rights and aims to expand actions to address child labor.(98)
Second Plan for the Eradication of Forced Labor	Establishes the policy framework to address forced labor.(54)
Second Plan to Combat Trafficking in Persons (2012–2016)	Guides efforts to combat human trafficking, including child trafficking.(91) Focuses on prevention, assistance to victims, and suppression of criminal activity.(75) In 2015, the Ministry of Justice conducted a policy assessment and found successful progress in 82 of the plan's 115 goals.(99)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through efforts by signatories to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Signed in 2014 at the ILO's 18th Regional Meeting of the Americas in Lima, Peru, the initiative reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor.(100, 101)
MERCOSUR United Against Child Labor Campaign	Aims to develop public awareness about the need to combat child labor in MERCOSUR member countries. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(102)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater coordination between governmental agencies, levels of government, and with civil society among MERCOSUR members.(103)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states on the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; improving country legal frameworks to harmonize them with international conventions affecting children; and exchanging best practices.(104)
MERCOSUR Social Labor Declaration of 2015†	Aims to promote decent work and sustainable development in the five member states of MERCOSUR, in part through commitments to uphold core labor standards, including the elimination of forced labor, the prevention and elimination of child labor, and the protection of adolescent work. Signed in Brasilia, Brazil in July 2015.(105, 106)
Municipal Plan to Eradicate Forced Labor (2015–2017)†	Outlines 58 actions to prevent and eliminate forced labor, including forced child labor, in the city of São Paulo. Aims to conduct a study and risk assessment of forced labor, create and maintain a central database for forced labor information, and increase access to education and health services for victims of human trafficking and forced labor.(107) The Municipal Council for the Eradication of Forced Labor of São Paulo monitors the plan's implementation.(107)
Decent Work National Plan	Outlines policies to provide decent work opportunities and increase access to education and vocational training.(108) Aims to include 90 percent of working children between the ages of 5 and 9, and 60 percent of working children between the ages of 10 and 13 in the National Program to Eradicate Child Labor (PETI) by 2015.(108)
National Education Plan (2014–2024)	Aims to expand access to education and improve the quality of education. Has 20 goals, including universal basic education; an end to illiteracy; conversion of 50 percent of public schools into full-time schools, extending the number of school hours to seven or more per day; and strengthening the support provided to children exposed to labor exploitation. Plans to allocate 10 percent of Brazil's GDP to public education by 2024.(109–111)
4-Year Development Plan (2012–2015)*	Sought to achieve sustainable development in all regions and promoted social equality through access to quality education, technological innovation, and environmental sustainability. Aimed to lift 16 million people out of extreme poverty and build 2 million houses for low-income families.(112)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In December 2015, Brazil participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(113, 114) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(113, 115)

In 2015, funding for the education sector was reduced by nearly \$3 billion.(116) According to the National Education Council, the reduced funding may have resulted in delayed implementation of the National Education Plan.(117)

Brazil

SIGNIFICANT ADVANCEMENT

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Brazil funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
National Program to Eradicate Child Labor [<i>Programa de Erradicação do Trabalho Infantil</i> (PETI)]†	Ministry of Social Development and the Fight Against Hunger (MDS) social assistance program that combats child labor through awareness-raising activities, victim identification and protection, and conditional cash transfers.(63, 118) To receive program benefits, participants must ensure that children are not working and maintain at least 85 percent school attendance.(119) In 2015, 14,622 families received approximately \$1.8 million in conditional cash transfers.(63) During the reporting period, a working group began redesigning the program based on an evaluation of its impact and the implementation of current policies.(63, 120)
Living Together and Strengthening Links Program [<i>Serviço de Convivência e Fortalecimento de Vínculo</i> (SCFV)]†	MDS social assistance program for vulnerable groups, including child laborers. Aims to strengthen familial and communal ties through sports and artistic and cultural activities. Offers services at Social Assistance Reference Centers and Living Centers.(121) In 2015, 141,436 victims of child labor received support services.(63)
Family Stipend (<i>Bolsa Família</i>)†	MDS program that supplements income through cash transfers for families living in poverty and extreme poverty.(4, 122) In 2015, the budget increased from \$8.7 billion by \$268 million.(75, 123) MDS reported that more than 96 percent of the 15.7 million monitored students achieved the minimum requirement of 85 percent school attendance.(123) During the reporting period, 136,195 families living in extreme poverty with a victim of child labor were identified as priority groups; these families received approximately \$140 million in conditional cash transfers.(63)
Brazil Without Extreme Poverty (<i>Brasil Sem Miséria</i>)†	MDS program that aims to lift more than 16 million people out of extreme poverty by guaranteeing a minimum income; expanding access to public services, including education, health, and citizenship; and increasing job opportunities and income generation for the poorest families.(124) In 2015, the budget increased by 4.4 percent.(75) One program component, Caring Brazil (<i>Brasil Carinhoso</i>), targets <i>Bolsa Família</i> participants with children ages 0 to 15 with a monthly family income of less than \$22 per person.(125)
National Program on Job Training and Employment (<i>Programa Nacional de Acesso ao Ensino Técnico e Emprego</i>)†	Ministry of Education job training program for high school students.(126, 127) In 2015, 1.3 million students were registered, and 342 public schools were built, renovated, and expanded to offer technical courses.(127)
More Education Program (<i>Mais Educação</i>)†	Ministry of Education program that provides after-school and remedial activities to students to reduce dropout rates and grade repetition, as well as combat child labor.(128) In 2015, the Ministry of Education provided \$48 million to participating schools with less than \$1,300 in their accounts.(129)
National Household Survey†	Government-funded annual national household survey that includes questions about child labor.(7)
South-South Cooperation Projects†	Government of Brazil-funded \$461,862 project implemented by the ILO to combat child labor and promote South-South cooperation.(120) In June 2015, the Government announced a new \$6.8 million South-South cooperation project to be implemented by the ILO to address child and forced labor in cotton production.(130)
Global Action Program on Child Labor Issues Project (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research.(131)
Project to Consolidate Efforts to Combat Forced Labor in Brazil and Peru (2012–2017)	USDOL-funded, \$6 million project implemented by the ILO for 5 years to combat forced labor, including forced child labor in Brazil and Peru, and to share Brazil's best practices with the Government of Peru and Peruvian stakeholders.(132, 133) Coordinated with the Government of Brazil to include a set of forced labor questions in the 2015 National Household Survey.(68) In October 2015, Brazilian officials trained the Peruvian Government on the use of mobile inspection units to detect cases of forced labor.(134)
Protect Brazil Smartphone Application (<i>Proteja Brasil</i>)†	Government- and UNICEF-sponsored smartphone and tablet application to report child labor abuses.(135)
Social Assistance Reference Centers†	MDS and SDH program that provides vulnerable populations, including victims of child labor and commercial sexual exploitation, with psychological, social, and legal services.(75, 136) In 2015, there were 2,453 centers located throughout the country, an increase from 2,440 centers in 2014; however, only 557 centers were certified to assist victims of human trafficking, and many centers were underfunded.(43, 48, 75)

† Program is funded by the Government of Brazil.

In December 2015, MTPS and the Ministry of Social Development and the Fight Against Hunger (MDS) signed an agreement that outlines activities related to the provision of reintegration services for victims of forced labor, including the Family Stipend (*Bolsa Família*) program.(137) Although the National Program to Eradicate Child Labor (PETI) and Family Stipend (*Bolsa Família*) have reduced child labor in Brazil, challenges remain.(97, 138) Some PETI beneficiaries are not fully compliant with program requirements; reports indicate some children do not regularly attend school, and other children work.(37, 139) Limited evidence indicates difficulties in monitoring children's school attendance and after-school activities. Furthermore, penalties for failure to comply with the programs' conditions are rarely enforced.(4) Because PETI and *Bolsa Família* are decentralized, local governments are responsible for their implementation. Some municipalities do not have the necessary human and financial resources to fully implement and monitor these programs.(4, 140)

Many states report a lack of resources to adequately assist victims of human trafficking.(43) Furthermore, research found a lack of specialized shelters for child victims of commercial sexual exploitation.(33, 48)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE CHILD LABOR, INCLUDING ITS WORST FORMS

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Brazil (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the definition of trafficking in persons is consistent with international standards.	2011 – 2015
Enforcement	Make information publicly available regarding the number of child labor dedicated inspectors, labor inspections conducted at worksites and by desk review, and penalties imposed that were collected; as well as the number of criminal investigations conducted, violations found, prosecutions initiated, and convictions achieved.	2012 – 2015
	Increase the number of labor inspectors in order to provide adequate coverage of the workforce.	2014 – 2015
	Collect data on all commercial sexual exploitation cases, including child prostitution and pornography.	2015
	Ensure that violators of child labor laws, including the worst forms of child labor, are held accountable in accordance with the law.	2015
	Conduct investigations of child sex tourism and child trafficking for commercial sexual exploitation and prosecute the alleged perpetrators.	2015
Government Policies	Provide adequate resources to ensure that the goals outlined in the National Education Plan are achieved.	2015
	Integrate child labor elimination and prevention strategies into existing development policies.	2015
Social Programs	Conduct research on the commercial sexual exploitation of children.	2009 – 2015
	Expand efforts to improve access to primary and secondary education, particularly in rural areas and among indigenous children.	2013 – 2015
	Ensure that families participating in PETI and <i>Bolsa Família</i> comply with program requirements to keep children in school and out of work.	2009 – 2015
	Provide local governments with the necessary resources to fully implement and monitor PETI and <i>Bolsa Família</i> .	2009 – 2015
	Provide adequate resources to state governments to ensure that child trafficking victims receive social services. Ensure the availability of specialized shelters for child victims of commercial sexual exploitation.	2012 – 2015

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Burkina Faso

SIGNIFICANT ADVANCEMENT

In 2015, Burkina Faso made a significant advancement in efforts to eliminate the worst forms of child labor. The Government adopted a revised mining code that includes new provisions prohibiting child labor in mines. The Government also renewed its annual National Action Plan to Combat Trafficking and the National Program for the Fight against Child Labor on Artisanal Gold Mining Sites and Quarries. In an effort to improve data collection efforts related to child labor, the Ministry of Social Action and National Solidarity established a basic integrated data system on child protection that is linked to all 45 Committees for Vigilance and Surveillance throughout the country. However, children in Burkina Faso are engaged in the worst forms of child labor, including in gold mining and cotton harvesting. A lack of labor inspectors and limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from engaging in the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Burkina Faso are engaged in the worst forms of child labor, including gold mining and cotton harvesting.(1-8) Table 1 provides key indicators on children's work and education in Burkina Faso.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	42.1 (2,116,752)
Attending School (%)	5-14 yrs.	41.9
Combining Work and School (%)	7-14 yrs.	21.7
Primary Completion Rate (%)		60.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Démographique et de Santé et à Indicateurs Multiples, 2010.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting,* weeding,* and exposure to pesticides*† while harvesting crops, including cotton and mangos* (1, 3-8, 11)
	Raising and herding livestock, including cattle* and goats* (5, 11-13)
Industry	Mining of gold,† including digging and crushing rock, installing dynamite,† working underground,† carrying water and other heavy loads,† and using cyanide and mercury† (1-3, 8, 12, 14-33)
	Quarrying† and transporting heavy loads† while working to extract granite (17, 23, 34-38)
	Work in carpentry* and construction* (12, 13)
Services	Domestic work† (4, 6, 11-13, 30, 39-41)
	Street work, including vending* and begging* (6, 11-13)
Categorical Worst Forms of Child Labor†	Use in illicit activities,* including drug trafficking* (23)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking* (11, 18, 21, 30, 42, 43) Agricultural work, including cotton production and livestock raising,* domestic work, begging, gold mining, and work in quarries,* each as a result of human trafficking (3, 5, 6, 41-49)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Burkina Faso is a destination, transit point, and source for child trafficking to and from other West African countries.(42, 43, 50, 51) The Government has collaborated with Koranic schools and educators to expose individuals posing as Koranic teachers to force their students to beg in the streets and then take the money the boys collect.(6, 42-44, 48, 52, 53) The practice of *confiage*, which involves sending a child to live with a relative or friend to attend school in a larger town or city, may place children at risk of being victims of internal human trafficking for the purpose of exploitation.(48)

The Government has acknowledged the need for a national study on the commercial sexual exploitation of children to better understand the issue and to incorporate it into the National Action Plan to combat the Worst Forms of Child Labor.(46) A boom in gold mining has contributed to the increase of child labor in this sector, and more children are leaving school to work in gold mines.(5, 8, 16, 54-58)




Although the Law Orienting the Education System mandates free education until age 16, students are required to pay for uniforms and school-related fees.(2, 30, 59, 60) The shortage of teachers and the lack of school infrastructure in rural areas hinder children's access to education.(3, 30, 59) Birth registration is also required for enrollment, which could prevent some children from entering school because about a quarter of the children in Burkina Faso do not have a birth certificate.(61, 62)

In September 2015, the presidential guard seized power from the transitional government, which had been instated when President Blaise Compaoré was forced to step down from power in 2014. The interim government, however, was reinstated the following week, and a new president was peacefully elected and inaugurated in December 2015.(63-74) The disruptions caused by Burkina Faso's political turbulence may have slowed gains and impacted the Government's ability to address child labor during the reporting period.(73)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Burkina Faso has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

Burkina Faso

SIGNIFICANT ADVANCEMENT

The Government has established laws and regulations on child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 152 of the Labor Code (75)
Minimum Age for Hazardous Work	Yes	18	Articles 149 and 150 of the Labor Code; Article 1 of the Hazardous Work List (75, 76)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Article 153 of the Labor Code; Articles 2, 4 and 5 of the Hazardous Work List; Article 77 of the Mining Code (75-77)
Prohibition of Forced Labor	Yes		Articles 5 and 153 of the Labor Code; Articles 3–5 of the Law Suppressing the Sale of Children, Child Prostitution and Child Pornography; Article 1 of the Law on Combating Trafficking of Persons and Similar Practices (75, 78, 79)
Prohibition of Child Trafficking	Yes		Article 153 of the Labor Code; Articles 1–5 of the Law on Combating Trafficking of Persons and Similar Practices (75, 79)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 153 of the Labor Code; Articles 3, 4, 7–10, and 20 of the Law Suppressing the Sale of Children, Child Prostitution and Child Pornography (75, 78)
Prohibition of Using Children in Illicit Activities	Yes		Article 153 of the Labor Code (75)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	20	Article 2 of the Decree Organizing Operations Related to Convoking the Contingent (80)
Compulsory Education Age	Yes	16	Article 4 of the Law Orienting the Education System (81)
Free Public Education	Yes		Article 6 of the Law Orienting the Education System (81)

* No conscription (82)

On June 26, 2015, the National Transition Council adopted a revised mining code that includes new provisions prohibiting child labor in mines. The amendment establishes a penalty of 2 to 5 years of imprisonment and a fine of approximately \$8,200 to \$41,000 for offenders.(2, 3, 77) The Government also conducted a study to review the existing legislation on hazardous activities prohibited to children, aiming to update the list, but no changes were made during the reporting period.(2)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Civil Service, Labor, and Social Security (MFPTSS)	Enforce labor laws, including child labor laws.(11, 83) Responsible for establishing government policy to combat child labor, including its worst forms.(57) In the case of provincial committees, responsible for raising awareness, conducting workshops for community members, and enforcement at the local level.(50, 84)
Ministry of Social Action and National Solidarity (MASSN)	Protect children's rights, enforce laws against child trafficking and other worst forms of child labor, remove children from exploitative child labor, and provide reintegration services.(11, 83, 85, 86) Operate a free hotline to report child abuse, including child labor, and conduct awareness-raising activities in all 13 regions of Burkina Faso.(2, 23, 87-89) Operate civil registry offices in maternity wards to register newborn babies.(90) In 2015, established a basic integrated data system on child protection to improve data quality and collection efforts on child labor, including its worst forms.(43) In the case of the National Council for Childhood, oversee all policies for the survival, protection, development, and participation of children.(91)
Ministry of Territorial Administration, Decentralization and Interior Security (MATDSI)	Enforce criminal laws related to child trafficking.(46) In the case of the Morals Brigade in the MATDSI National Police Force, oversee criminal cases involving children and women.(92)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Justice (MOJ)	Enforce and prosecute criminal laws, including laws related to the worst forms of child labor. ⁽⁹³⁾ Appoint one or more judges who specialize in child protection issues to each high court to oversee juvenile court cases. May also call upon the MASSN social workers in charge of child protection to conduct investigations on behalf of vulnerable children, including victims of child trafficking, commercial sexual exploitation, exploitative child labor, and begging. ⁽⁹⁴⁾
Parliamentary Network for the Promotion of Child Rights	Train government officials on children's rights, including child labor laws and other issues affecting children. ^(3, 95, 96)

After the presidential elections in December 2015, a new cabinet of ministers was announced; the Government consolidated the Ministry of Gender with the Ministry of Social Action and National Solidarity (MASSN) to form the Ministry of Women, National Solidarity and Family in January 2016.⁽⁴³⁾

Labor Law Enforcement

In 2015, labor law enforcement agencies in Burkina Faso took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (11)	\$226,000 (2)
Number of Labor Inspectors	149 (83)	232 (2, 97)
Inspectorate Authorized to Assess Penalties	Yes (75)	Yes (75)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (11, 83, 98)	Yes (2)
■ Training on New Laws Related to Child Labor	Yes (83)	Unknown* (92)
■ Refresher Courses Provided	Unknown (2)	Yes (2, 97)
Number of Labor Inspections	Unknown* (11)	Unknown* (2)
■ Number Conducted at Worksites	Unknown* (11)	Unknown* (2)
■ Number Conducted by Desk Reviews	Unknown* (11)	Unknown* (2)
Number of Child Labor Violations Found	Unknown* (11)	Unknown* (2)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (11, 99)	Unknown* (2)
■ Number of Penalties Imposed That Were Collected	0 (11, 99, 100)	Unknown* (2)
Routine Inspections Conducted	Yes (11, 83)	No (2)
■ Routine Inspections Targeted	Yes (11, 83)	N/A (2)
Unannounced Inspections Permitted	Yes (75)	Yes (75)
Unannounced Inspections Conducted	Yes (11, 83)	Yes (97)
Complaint Mechanism Exists	Yes (11)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (97)

* The Government does not make this information publicly available.

The Government employs 124 labor inspectors and 108 labor controllers who are in charge of conducting labor inspections; however, the Government indicates it lacks adequate resources to enforce labor laws throughout the country, including the human and financial resources needed to carry out a sufficient number of labor inspections.^(2, 43, 83) Both the inspectors and the controllers received initial training at the national school for civil servants. During the reporting period, three inspectors received ongoing training through the ILO training center in Turin on issues such as child labor, human trafficking, and forced child labor.⁽⁹⁷⁾

The Ministry of Civil Service, Labor, and Social Security (MFPTSS) publishes an annual report listing 12 types of labor infractions, none of which are related to child labor.⁽¹¹⁾ No penalties have been applied to employers to date because most children are self-employed. The MFPTSS notes that it is difficult for inspectors to follow up on inspections to ensure the recommendations have been implemented.⁽⁹⁹⁾ Law enforcement collaborates on an ad hoc basis with the MASSN to provide social services to child labor victims.⁽⁹⁷⁾ It is not known how many cases of child labor were identified as a result of complaints made to the MASSN hotline

Burkina Faso

SIGNIFICANT ADVANCEMENT

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Burkina Faso took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (11)	Yes (2)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (46)	Unknown
■ Refresher Courses Provided	Yes (46)	Yes (53)
Number of Investigations	Unknown* (11)	Unknown*
Number of Violations Found	Unknown* (11)	Unknown*
Number of Prosecutions Initiated	Unknown* (11)	16 (43, 53)
Number of Convictions	Unknown* (11)	9 (43, 53)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (11, 83)	Yes (2, 43)

*The Government does not make this information publicly available.

In 2015, 232 labor inspectors and labor controllers worked with police officers to enforce criminal laws related to the worst forms of child labor; however, this number is insufficient considering the scope of the problem in Burkina Faso.(2, 83) Many provincial committees that assist with criminal law enforcement and raising awareness at the local level were unable to carry out all their planned activities due to a lack of resources.(84)

During the reporting period, 203 provincial directors, social workers, police officers, civil society members, and gendarmes received training on child protection. Judges and law enforcement officials also received training on issues related to the commercial sexual exploitation of children; these training sessions were supported by ECPAT.(43) Members of security forces, judicial employees, and social workers in areas bordering Côte d'Ivoire received training on how to better combat transnational trafficking and track down offenders.(43) As part of its collaboration with Koranic schools and educators, the Government intercepted 7 child traffickers posing as Koranic teachers and rescued 43 children who were destined for agricultural work in Mali and Côte d'Ivoire.(43) The Government relies on coordinating bodies and an official procedural guide to refer victims to social service providers.(43, 97)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Coordination Committee for the National Action Plan to Combat the Worst Forms of Child Labor (CNC-PAN/PFTE)	Supervise, evaluate, and oversee implementation of the National Action Plan to Combat the Worst Forms of Child Labor. Chaired by the MFPTSS Directorate to Combat Child Labor and its Worst Forms.(11, 12, 83) Includes representatives from 24 government ministries, among which are the MOJ; the MASSN; the MATDSI; the Ministries of Basic Education, Mines, Human Rights, and Health; NGOs; religious communities; the Children's Parliament; civil society organizations; and 6 observers representing donor countries and international NGOs.(11) Hold meetings once a year to review efforts to combat child labor and identify needs.(57, 83)
MFPTSS Directorate to Combat Child Labor and its Worst Forms (DLTE)	Coordinate and lead interagency efforts to combat child labor, including its worst forms; collect information on child labor; and conduct awareness raising activities.(100) Serve as the Secretariat for the CNC-PAN/PFTE.(93, 100) In 2015, initiated a study to implement an integrated data system on child protection and provided training for field agents in charge of data collection, including follow-up and monitoring efforts.(43, 53)
National Committee for Vigilance and Surveillance Against the Trafficking in Persons and Assimilated Practices (CNVS)	Coordinate actions to combat the worst forms of child labor, including human trafficking, at the national level. Oversee Committees for Vigilance and Surveillance in each of the regions.(43, 50) The MASSN serves as president, and the MATDSI is the vice president.(43, 88) Include representatives from MFPTSS, the MOJ, the Ministry of Women and Gender, and NGOs.(43) In 2015, met to adopt the implementation report of the National Action Plan to Combat the Worst Forms of Child Labor covering 2001 to 2013 and supported all 45 regional committees through a monitoring and supervision mechanism.(43, 53, 97)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Child Protection Networks (RPEs)	Assist the CNVS with coordinating and facilitating the collection of statistical data on human trafficking, in particular women and children. Established by the MASSN and comprising social workers, magistrates, judges, police officers, health workers, and NGOs in 23 of the country's 45 provinces.(53) In 2015, all RPEs met to share experiences and good practices.(43)

In 2015, although the Government made efforts to improve its data collection system and monitoring capabilities, a lack of resources, such as computers and electricity, and poor coordination among the ministries continued to hamper the Government's ability to fully address child trafficking.(2, 43)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Burkina Faso has established policies on child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor (PAN/PFTE) (2011–2015)	Part of the Strategy for Accelerated Growth and Sustainable Development (SCADD); aims to prevent and protect children from the worst forms of child labor through awareness raising, data collection, rehabilitation services, increased access to education, and better law enforcement.(48, 57, 100) Calls for the involvement of 11 ministries, particularly the MASSN and the MFPTSS, to reduce exploitative child labor significantly by 2015.(57, 101) Promotes education, particularly for girls, through school feeding programs, school material distribution, and scholarships.(93)
2015 National Action Plan to Combat Trafficking†	MASSN plan to combat human trafficking implemented by the CNVS.(43)
ECOWAS Regional Action Plan on Child Labor (2012–2015)	With 14 other ECOWAS countries, implements a regional action plan on child labor, especially its worst forms. Aims to eliminate worst forms of child labor in West Africa by 2015.(40, 102, 103)
Decent Work Country Program (2012–2015)	Promotes decent work with a focus on creating job opportunities for youth and promoting social protection. Incorporates child labor concerns into the strategy for work.(104)
Bilateral Agreements to Combat Child Trafficking	Agreements between Burkina Faso, Mali, and Côte d'Ivoire; call for increased cooperation against cross-border trafficking in persons.(23, 43, 105, 106) Overseen by the Government, which has established monitoring committees to review aspects of the agreement with Mali and Côte d'Ivoire.(107) Burkina Faso's National Training Institute of Social Workers partners with its counterpart in Chad to share experiences and best practices in combating human trafficking.(43)
Communal Action Plan Against Trafficking (2013–2018)	Pilot program in Dieboungou; aims to prevent child trafficking, raise awareness in local communities, and rehabilitate and reintegrate victims of child trafficking. Entails government plans to replicate this program elsewhere in the country.(43, 53)
Treaty of Amity and Cooperation	Framework for economic cooperation between Côte d'Ivoire and Burkina Faso.(106) Includes agreements to prevent the exploitation of children in artisanal gold mines and renewed commitments to combat child trafficking between the two countries. Encompasses annual meetings to reaffirm the commitment and address issues requiring cooperation.(106)
Strategy for Accelerated Growth and Sustainable Development (SCADD) (2011–2015)*	Encompasses all development activities with a focus on the promotion of social protections, poverty reduction through economic growth, maternal and child health, and primary education for all.(23, 57, 108) Also implements price controls on food and provides microfinance opportunities to youth.(57)
Program for the Strategic Development of Basic Education (PDSEB) (2012–2021)*	Aims to increase the number of students continuing their studies after elementary school and achieve universal primary school attendance by 2021.(51, 109)
National Parenting Program†	Aims to support families in their efforts to provide education and care to their children to reduce their vulnerability to child trafficking.(43)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the Government of Burkina Faso did not receive any invitations to participate in activities under the ECOWAS Regional Action Plan on Child Labor.(97) The monitoring committee established to review the bilateral agreements to combat child trafficking with Mali and Côte d'Ivoire and the Treaty of Amity and Cooperation agreement between Burkina Faso and Côte d'Ivoire did not meet during the reporting period because of a lack of financial resources and the political situation in Burkina Faso.(97)

Burkina Faso

SIGNIFICANT ADVANCEMENT

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Burkina Faso funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
National Program for the Fight against Child Labor on Artisanal Gold Mining Sites and Quarries (2015–2019)*†	MASSN program that aims to prevent and withdraw children from working in artisanal gold mines as part of the Government's efforts to eliminate child labor in mining by 2025.(2, 43, 97, 110, 111) Seeks to strengthen child protection systems, improve coordination among stakeholders, and implement existing legislation. Builds on the previous project to eliminate child labor in mines and quarries from 2009 to 2013.(97) Approximately \$42.9 million, 40 percent of the program costs, to be provided by the Government.(2)
Reducing Child Labor Through Education and Services (2012–2016)	\$5 million USDOL-funded, 4-year project implemented by Counterpart International that targets 10,000 children engaged in or at risk of entering child labor in the cotton and gold mining sectors. Targets 1,000 households with child beneficiaries with livelihood services and aims to increase access to education, social protection, and training programs.(112, 113)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor.(114)
Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II)	USDOL-funded capacity-building project implemented by Winrock International and partners Verité and Lawyers Without Borders in at least eight countries to build local and national Government capacity to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards; to improve monitoring and enforcement of laws and policies related to child labor; to develop, validate, adopt, and implement a national action plan on the elimination of child labor; and to enhance the implementation of national and local policies and programs aiming to reduce and prevent child labor.(115, 116) Delayed implementation due to political transitions in 2014 and 2015.(117)
Transit Centers†	MASSN-funded program that operates 23 transit centers serving vulnerable children, some of whom may have been victims of human trafficking.(43, 51, 89) Provides food, medical assistance, and psychosocial care. Aims to reintegrate victims into their communities. Facilitates repatriation of foreign victims when possible.(23, 43, 51, 85) In 2015, received approximately \$36,000 to operate transit centers and supporting programs.(43)
Assistance to Vulnerable Groups†	MASSN-funded program that provides services to vulnerable groups, especially women and children, in the prevention of human trafficking and recidivism.(46) In 2015, received approximately \$181,000 to provide vocational training and social reintegration assistance to children living in the street who are vulnerable to child trafficking, and \$49,000 to support income-generating activities for families of vulnerable children.(43) Provided protection for 400 potential child trafficking victims who were returned to their families; supported the vocational training and education of 301 vulnerable children who were reintegrated.(43)
Awareness Raising Campaigns†	MASSN-funded program that conducts nationwide campaigns to combat human trafficking by providing advocacy, raising awareness, and building capacity for key actors involved in child protection issues, including child trafficking.(43, 53)
National Parenting Program*†	Assists parents in managing and educating their children to combat child trafficking.(53)
Resilience in the Sahel-Enhanced (2014–2019)	USAID-funded 5-year project to increase food security and improve livelihoods in Niger and Burkina Faso. Received \$130 million from UNICEF for the first two years of implementation.(118, 119)
UN World Food Country Program (2011–2016)	\$56.2 million UN-funded program that supports school feeding programs, promotes primary education, and aims to improve food security. Aims to provide daily meals to 629,000 primary school students and monthly take-home rations of dry cereals to 55,525 young female students.(120, 121)
National Council for the Prevention of Violence at Schools†	Oversees government efforts to combat violence and abuse in schools.(11, 122) Collects and analyzes data on violence in schools; produces an annual report for the Ministry of Education.(122)
Child Friendly Schools (EQAME)	UNICEF-funded project that constructs or converts existing schools into student-centered institutions. Provides quality education, school kits, water and sanitation facilities, and mobilizes communities in support of schools.(3, 71, 123–125) Provides teacher training on children's rights, child-friendly pedagogy, and development of extracurricular activities.(123)
National Strategy on Civil Registration (2012–2016)†	\$41.3 million Government-funded program aiming to achieve universal birth registration by creating information and registration centers.(11, 30, 126) Receives 30 percent of its funding from the Government and the remaining 70 percent from technical and financial partners.(126)

* Program was launched during the reporting period.

† Program is funded by the Government of Burkina Faso.

In 2015, the Government continued to support and monitor 21,570 children who had been removed from mines and quarries and provided with schooling, vocational training, and income-generating activities.⁽⁴³⁾ Although Burkina Faso has social programs to address the worst forms of child labor in the production of cotton and in gold mining, the scope of these programs is insufficient to fully address the extent of the problem or to address other forms of child labor, such as in domestic work.^(2, 3)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Burkina Faso (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Significantly increase the number of labor inspectors responsible for enforcing laws related to child labor in accordance with the ILO recommendation.	2014 – 2015
	Ensure that labor law enforcement receives sufficient resources to fulfill their mandate, including by conducting an adequate number of inspections and following up after inspections to ensure recommendations have been implemented.	2009 – 2015
	Make publicly available statistics on the enforcement of child labor laws, including the number and type of inspections conducted, violations found, and penalties assessed.	2009 – 2015
	Include the number of child labor infractions in the MFPTSS annual report.	2015
Enforcement	Establish a mechanism to log all calls to the child protection hotline and track cases of child labor for referral to law enforcement or social service providers.	2015
	Strengthen the labor inspectorate by conducting routine and targeted inspections.	2015
Coordination	Ensure coordinating bodies receive adequate resources, such as computers and electricity, and can work together to fully address child trafficking issues.	2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
	Ensure monitoring committees can meet regularly to review bilateral agreements to combat child trafficking and the Treaty of Amity and Cooperation agreement.	2015
Social Programs	Improve access to education by eliminating school-related fees and increasing the number of schools and teachers in rural areas.	2010 – 2015
	Ensure all children can obtain identity documents, such as birth certificates for school registration.	2010 – 2015
	Expand existing programs to address child labor in the production of cotton and gold mining; develop programs to address other forms of child labor, such as in domestic work.	2009 – 2015

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Burkina Faso

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In 2015, Burundi made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government provided refresher training to some labor inspectors and continued to provide funding for social programs that may contribute to the prevention or elimination of child labor. However, children in Burundi are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation. Education in Burundi is not compulsory, increasing the risk of children's involvement in child labor. Law enforcement officials lack the necessary resources to effectively conduct labor inspections and criminal investigations. In addition, social programs do not target all of the sectors in which children work.



I. PREVALENCE AND SECTORIAL DISTRIBUTION OF CHILD LABOR

Children in Burundi are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-10) According to a national study published by the Government of Burundi and the ILO, the majority of children work in the production of cash crops such as coffee, cotton, palm oil, sugarcane, and tea.(5) Table 1 provides key indicators on children's work and education in Burundi.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	27.2 (633,126)
Attending School (%)	5-14 yrs.	60.9
Combining Work and School (%)	7-14 yrs.	26.0
Primary Completion Rate (%)		66.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2010–2011.(12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of tea,* coffee,* sugarcane,* cotton,* palm oil,* potatoes,* and rice* (1, 5, 7, 8)
	Fishing, including preparing materials and equipment,* preparing meals for fishermen,* loading and unloading materials from vessels,* and cleaning the vessels* (1, 5, 7, 8)
	Herding and feeding livestock* (5, 9)
Industry	Extracting,*† washing,* and transporting minerals* in mines and quarries, including artisanal gold mines* (1, 5-8, 13, 14)
	Making and transporting bricks* (1, 7-9, 15)
	Construction,* including transporting materials,* welding,* and installing electrical cables*† (5)
Services	Domestic work (1, 5-7, 9)
	Street vending, including selling food,* newspapers,* cigarettes,* and used clothes and shoes* (5, 6, 9)
	Begging* (6)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Handling and transporting heavy loads*† (5, 6)
	Cleaning, cooking, ironing, and laundering clothes in hotels and restaurants* (5)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1-7, 9, 10, 14, 16)
	Domestic work as a result of human trafficking (2, 5, 14, 17)
	Forced labor in agriculture, mining, construction, street vending, and begging, each sometimes as a result of human trafficking* (9, 10)
	Use in armed conflict as a result of human trafficking* (18, 19)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Burundian children are trafficked within the country for domestic work and commercial sexual exploitation.(2-4, 10, 20) Children are recruited from rural areas for domestic work and later exploited in commercial sexual exploitation.(10) Women sometimes offer free room and board to girls, but then force the children into commercial sexual exploitation to cover their living expenses; these brothels are located in the poorer areas of Bujumbura, along Tanganyika Lake, on trucking routes, and in other urban centers such as Gitega, Ngozi, and Rumonge.(2, 3, 9, 10) Burundian girls are also trafficked internationally for commercial sexual exploitation in Kenya, the Middle East, Rwanda, Tanzania, and Uganda.(10, 19) Limited evidence suggests children are trafficked to Tanzania for work in agriculture.(21)







During the reporting period, political instability and conflict may have impacted the Government's ability to address the worst forms of child labor. More than 220,000 Burundians, including 6,000 unaccompanied or separated children, have fled into neighboring countries.(22-24) Limited evidence indicates that Burundian children have been recruited from Rwandan refugee camps by armed Burundian opposition groups for weapons training.(23) In July 2015, 58 children participated in an armed invasion of a military position in Kayanza province; reports indicate that the children were trafficked by opposition groups with false promises of work in Rwanda.(18, 19, 25)

The conflict has impaired children's access to education as schools have been damaged by grenade blasts.(22, 26) Additionally, a lack of birth registration and the cost of books and uniforms prevented children from accessing free public schooling.(9, 26)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Burundi has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 3 of the Labor Code; Article 3 of the Ministerial Ordinance to Regulate Child Labor (27, 28)
Minimum Age for Hazardous Work	Yes	18	Article 13 of the Ministerial Ordinance to Regulate Child Labor (28)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 9–15 of the Ministerial Ordinance to Regulate Child Labor (28)
Prohibition of Forced Labor	Yes		Articles 4 and 10 of the Trafficking in Persons Law (29)
Prohibition of Child Trafficking	Yes		Articles 242–243 and 514 of the Penal Code; Articles 4 and 10 of the Trafficking in Persons Law (29, 30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 519–521 of the Penal Code (30)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 6(c) of the National Defense Troops Law (31)
Compulsory Education Age	No		
Free Public Education	Yes		Article 17 of the Law on Basic and Secondary Education (32)

* No conscription (33)

The Labor Code prohibits work by children under age 16 in public and private enterprises, including farms, where such work is carried out under the supervision of an employer. However, the law's minimum age protections do not apply to children outside of formal employment relationships.(27, 34, 35)

The Penal Code contains certain prohibitions on the commercial sexual exploitation of children; however, the law does not prohibit the distribution and possession of child pornography.(30)

Article 45 of the Constitution prohibits the use of children in armed conflict. However, the Penal Code only criminalizes the use of children under age 15 in armed conflict, leaving children ages 15–17 vulnerable to the worst forms of child labor.(30, 36)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
General Directorate of Labor and Professional Development	Administer and enforce all labor laws, including those on child labor. Operate within the Ministry of Public Service, Labor, and Social Security (MFPTSS).(37)
National Police and the Brigade for the Protection of Women and Children	Conduct criminal investigations on the worst forms of child labor, including forced child labor, child trafficking, and the use of children in illicit activities. The National Police forwards investigation findings to the Ministry of Justice.(1, 7) The Brigade for the Protection of Women and Children, a division of the National Police, is charged with protecting children from commercial sexual exploitation.(1)
Ministry of Justice	Prosecute cases of the worst forms of child labor.(14)

Burundi

MINIMAL ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in Burundi took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (7)	Unknown (38)
Number of Labor Inspectors	18 (1, 7)	12 (38)
Inspectorate Authorized to Assess Penalties	Yes (38)	Yes (38)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (38)	No (38)
■ Training on New Laws Related to Child Labor	Unknown (7)	No (38)
■ Refresher Courses Provided	Unknown (7)	Yes (38)
Number of Labor Inspections	Unknown (7)	108 (38)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown (7)	Unknown (38)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (7)	0 (38)
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (38)	Yes (38)
Unannounced Inspections Conducted	No (38)	No (38)
Complaint Mechanism Exists	No (1, 7)	No (38)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (38)	No (38)

According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed countries, Burundi should employ roughly 123 inspectors in order to adequately enforce labor laws throughout the country.(38-41) Research found that financial constraints limited inspectors' ability to adequately enforce labor laws.(38)

During the reporting period, some labor inspectors traveled to the African Regional Labor Administration Center for general training; however, most inspectors learned while on the job. In 2015, labor inspectors only conducted inspections in 10 of Burundi's 18 provinces.(38)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Burundi did not take actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (7)	No (38)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (14)	No (38)
■ Refresher Courses Provided	Unknown (7)	Yes (19)
Number of Investigations	0 (7)	0 (38)
Number of Violations Found	N/A	N/A
Number of Prosecutions Initiated	0 (7)	0 (38)
Number of Convictions	2 (17)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (4)	Yes (21)

In 2015, the National Police and the Brigade for the Protection of Women and Children did not have adequate resources to effectively enforce laws on the worst forms of child labor.(10) Although the Government enacted an anti-trafficking in persons law in 2014, law enforcement officials did not receive training on its implementation during the reporting period.(10)

Research found that suspects apprehended for the commercial sexual exploitation of children were released without prosecution, sometimes as a result of corruption among law enforcement officials.(10)

During the reporting period, law enforcement officials arrested and detained 58 children for involvement with armed groups.(21, 25) Although 7 of the children were released, 14 children were sentenced to 2 years of imprisonment; the remaining 37 children are awaiting trial.(25)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor	Coordinate efforts to combat the worst forms of child labor, including implementation of community development programs that address the education and socioeconomic reintegration of children engaged in or removed from the worst forms of child labor.(37, 42, 43) Composed of nine ministries and organizations, including the MFPTSS; the Ministry of National Solidarity, Human Rights, and Gender (MSNDPHG); the Ministry of Elementary and Secondary Education; the Ministry of Justice; the Ministry of Youth; and representatives from UNICEF, youth associations, and civil society organizations.(7)
Trafficking in Persons Permanent Commission	Oversee national anti-trafficking in persons efforts, including implementation of the National Action Plan for Combating Trafficking in Persons.(17, 44) Composed of officials from the MSNDPHG and the Ministries of Justice, Public Security, Foreign Affairs, and Interior.(7)
National Independent Commission for Human Rights	Defend and promote human rights, including efforts against child trafficking and exploitation. Develop an annual report on human rights in Burundi, and report on more specific issues, including the rights of women and children.(6) The Commission is an independent state institution composed of seven members who are elected by the National Assembly and appointed by Presidential decree for a 4-year term.(6) In 2015, the Commission removed seven children under age 15 from detention facilities following their arrest by the Burundian army.(21, 38)
MSNDPHG's Department of the Child and Family	Coordinate, monitor, and oversee children's advocacy and family service programs conducted by public and private organizations. Develop policies and national laws on the promotion and protection of children and families.(45) Child Protection Committees, established at the local level, refer cases to police officers and judicial officials for enforcement; victims are referred to local NGOs for social services.(21)

In 2015, the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor and the Trafficking in Persons Permanent Commission were not operational.(19, 21)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Burundi has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for the Elimination of the Worst Forms of Child Labor (2010–2015)	Aimed to eliminate all of the worst forms of child labor by 2015 and contribute to the elimination of all forms of child labor by 2025.(43)
National Action Plan for Combatting Trafficking in Persons (2014–2017)	Aims to significantly reduce human trafficking in Burundi by 2017 through the adoption of political, social, economic, and institutional measures.(44) Identifies women and children as being the most vulnerable to human trafficking. Lists a number of sectors in which trafficking is believed to exist and attempts to describe the profile of a human trafficker.(14, 44)
National Strategy for Street Children	Plans to prevent children from entering the street, reduce the number of street children, and reintegrate 60 percent of street children into their communities and families by 2016.(46)
PRSP*	Details a 5-year strategy to reduce poverty, increase economic growth and development, and strengthen government institutions, including schools.(13, 20, 37)
UNDAF (2012–2016)	Plans to develop a database for information on the worst forms of child labor, and legislation and regulations for the education and training of children and adolescents.(47)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Burundi

MINIMAL ADVANCEMENT

During the reporting period, the Government did not implement the National Action Plan for Combatting Trafficking in Persons.(19)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Burundi funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Decent Work Country Program (2012–2015)	Government program that aimed to reinforce the capacity of the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor through advocacy and mobilization of necessary resources.(48)
Centers for Family Development†	MSNDPHG-operated centers that address human rights issues, including child exploitation, and reintegrate victims to their home communities.(10, 21) Coordinate with Child Protection Committees to refer victims to local NGOs for care, when necessary.(21) In 2015, the Government provided community awareness on the 2014 Trafficking in Persons Law. In addition, a group of child journalists received training on human trafficking.(19)

† Program is funded by the Government of Burundi.

Research found no evidence that the Government has carried out programs to assist children in agriculture or industry. Additionally, the scope of existing programs is insufficient to fully address the extent of the child labor problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Burundi (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Criminally prohibit the use of children in illicit activities, particularly in the production and trafficking of drugs.	2015
	Establish by law a compulsory education age equal to or higher than the minimum age for work.	2009 – 2015
	Ensure that all children are protected by law, including children working outside of formal employment relationships.	2015
	Ensure that the law protects children under age 18 from all forms of commercial sexual exploitation, including the distribution and possession of child pornography.	2014 – 2015
	Ensure that laws criminalize the use of children under age 18 in armed conflict.	2012 – 2015
Enforcement	Make information publicly available regarding the Labor Inspectorate's funding, the type of labor inspections conducted, the number of violations found, and the number of convictions achieved.	2013 – 2015
	Increase the number of labor inspectors to provide adequate coverage of the workforce, and provide adequate training and resources to all inspectors to ensure that labor inspections, including unannounced inspections, are conducted nationwide.	2009 – 2015
	Establish a mechanism for filing child labor complaints.	2009 – 2015
	Establish a referral mechanism between labor authorities and social service providers.	2009 – 2015
	Increase the number of investigators charged with enforcing criminal laws on the worst forms of child labor, and provide adequate training and resources to ensure that criminal investigations and prosecutions take place.	2009 – 2015
	Cease the detention and prosecution of children forced into armed conflict. Ensure that children are demobilized and receive protective services.	2015
	Ensure that the National Multi-Sector Committee for the Elimination of the Worst Forms of Child Labor and the Trafficking in Persons Permanent Commission make efforts to combat and prevent child labor, including its worst forms.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the PRSP.	2012 – 2015
	Take steps to implement the National Action Plan for Combatting Trafficking in Persons.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Adopt social programs that address the barriers children face in accessing free public schooling, such as obtaining birth registration and paying for books and uniforms.	2015
	Institute and expand existing programs to address child labor, including in agriculture and industry.	2009 – 2015

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In 2015, Cabo Verde made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a National List of Dangerous Work for Children and Adolescents and amended the Penal Code to criminalize child trafficking for labor and sexual exploitation. The Government funded several social programs that address child labor, including awareness campaigns. However, children in Cabo Verde are engaged in child labor, including in agriculture and domestic work. Law enforcement data on labor inspections and criminal investigations is not widely available. In addition, social programs do not target all sectors in which children work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cabo Verde are engaged in child labor, including in agriculture and domestic work.(1-5) A child labor study conducted in 2012 found that the majority of working children are male and work in rural areas.(4) Table 1 provides key indicators on children's work and education in Cabo Verde.

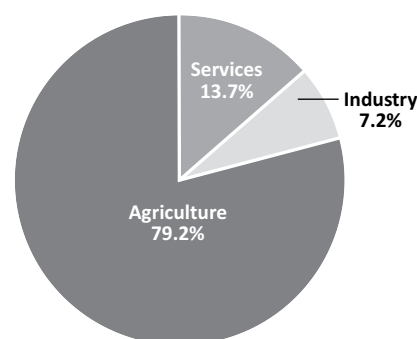
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	3.2 (2,392)
Attending School (%)	5-14 yrs.	90.1
Combining Work and School (%)	10-14 yrs.	1.7
Primary Completion Rate (%)		99.8

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Inquérito as Despesas e Receitas Familiares, 2001–2002.(7)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2-4, 8)
	Raising livestock (2, 4, 5)
	Fishing, activities unknown (2, 4, 8)
Industry	Treating water* (4)
	Construction, including extracting sand*† (9)
Services	Domestic work (1-5)
	Street work, including vending,† garbage scavenging,† car washing, and begging (1-3, 5)
	Working in hotels and restaurants* (4)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (2, 3, 10)
	Use in illicit activities,* including drug trafficking* (2, 11)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Cabo Verde




MODERATE ADVANCEMENT

The commercial sexual exploitation of both boys and girls, including in the tourism industry, occurs in Cabo Verde. Evidence indicates that children are victims of commercial sexual exploitation in Santa Maria, Praia, and Mindelo.(2, 3, 10) Children are trafficked for forced labor and commercial sexual exploitation within Cabo Verde and to Guinea.(3) Children begging and vending goods on the street are particularly vulnerable to human trafficking.(12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Cabo Verde has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 261 of the Labor Code (13)
Minimum Age for Hazardous Work	Yes	18	Article 264 of the Labor Code; Article 133 of the Civil Code (13, 14)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 264 and 267 of the Labor Code; National List of Dangerous Work for Children and Adolescents (13, 15)
Prohibition of Forced Labor	Yes		Article 14 of Chapter 1 of the Labor Code; Articles 149, 271, and 271-A of the Penal Code (13, 16, 17)
Prohibition of Child Trafficking	Yes		Articles 149 and 271-A of the Penal Code (16, 17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 144, 145, 148–150, and 271-A of the Penal Code (16, 17)
Prohibition of Using Children in Illicit Activities	Yes		Article 8 of the Drug Trafficking Law (18)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 2 of the Legislative Decree on Military Service (19, 20)
Minimum Age for Voluntary Military Service	Yes	17	Article 31 of the Legislative Decree on Military Service (19, 21)
Compulsory Education Age	Yes	15‡	Articles 13 and 20 of the Education Law (22)
Free Public Education	Yes		Article 14 of the Education Law (22)

‡ Age calculated based on available information (22)

In July 2015, the Government approved the National List of Dangerous Work for Children and Adolescents, which prohibits children from engaging in 48 activities in agriculture, fishing, mining, manufacturing, construction, domestic work, and services.(5, 15) In November 2015, the Government amended the Penal Code to criminalize child trafficking for labor and sexual exploitation, as well as commercial sexual exploitation of children.(17)

The law's minimum age protections do not apply to children who are self-employed or engaged in unpaid work.(13, 23) Article 262 of the Labor Code provides for an exception to the minimum age provisions for children under age 15 who are engaged

in light household chores, agricultural work, or other types of labor that contribute to their physical and mental development, organizational skills, and self-discipline; however, the law does not establish a minimum age for light work, prescribe the number of hours per week permissible for light work, or specify the conditions under which light work may be undertaken.(13, 23)

Laws related to forced labor are insufficient because debt bondage is not criminally prohibited.(16)

The Education Law states that children begin primary school at age 6, and that education is compulsory until grade 10.(22) Thus, education is compulsory until age 15.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Inspector General for Labor (IGT)	Monitor and enforce child labor laws, work closely with the Ministry of Justice and the Cabo Verdean Institute for Children and Adolescents (ICCA).(24, 25)
Ministry of Justice, including the Judicial Police and the National Police	The Judicial Police conduct criminal investigations and the National Police make arrests related to the worst forms of child labor, including human trafficking.(25, 26)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Cabo Verde took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	14 (8)	14 (5)
Inspectorate Authorized to Assess Penalties	Yes (8)	Yes (27)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (5)
■ Training on New Laws Related to Child Labor	Unknown	Yes (5)
■ Refresher Courses Provided	Yes (28)	Yes (5)
Number of Labor Inspections	1,482 (20)	Unknown (5)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (8)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	Unknown
■ Number of Penalties Imposed That Were Collected	N/A	Unknown
Routine Inspections Conducted	Yes (8)	Yes (5)
■ Routine Inspections Targeted	Unknown	Yes (5)
Unannounced Inspections Permitted	Yes (20)	Yes (5)
Unannounced Inspections Conducted	Unknown	Yes (5)
Complaint Mechanism Exists	Yes (8)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9)	Yes (5)

According to the Government, labor inspectors have adequate office facilities, transportation, fuel, and other resources to adequately carry out inspections; however, the Inspector General for Labor (IGT) does not have national coverage because the office only has representation on Sal, Santiago, and São Vicente Islands.(5)

When IGT inspectors find a case of child labor, they inform the Cabo Verdean Institute for Children and Adolescents (ICCA) of the case and ICCA reports it to the Ministry of Justice for judicial procedures.(5) In 2015, ICCA provided social services to 37 victims of child labor, 2 of which were referred by the Government's national hotline, *Disque Denuncia*.(29)

Cabo Verde

MODERATE ADVANCEMENT

Criminal Law Enforcement

Research did not find information on whether criminal law enforcement agencies in Cabo Verde took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	No (5)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	No (5)
■ Refresher Courses Provided	Yes (25)	Unknown (5)
Number of Investigations	0 (8)	Unknown (5)
Number of Violations Found	N/A	Unknown (5)
Number of Prosecutions Initiated	0 (8)	Unknown (5)
Number of Convictions	0 (8)	0 (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (25)	Yes (5)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee for Child Labor Prevention and Eradication in Cabo Verde (CNPETI)	Coordinate the execution of the National Action Plan for the Prevention and Eradication of Child Labor, ensure that national laws comply with international conventions on child labor, and produce yearly reports on child labor issues for the National Assembly. Comprises representatives from 30 institutions, including government agencies, civil society groups, unions, the ILO, and UNICEF.(26, 30) Supervised by ICCA, meets four times a year with other collaborating institutions to discuss implementing, monitoring, and evaluating the National Action Plan for the Prevention and Eradication of Child Labor.(5, 31)
Children and Adolescent Committee to Prevent and Combat Sexual Abuse and Exploitation	Contribute to the prevention and elimination of child sexual exploitation by coordinating the activities of member organizations and public and private services. Committee members meet yearly.(26) Comprises representatives from the Ministry of Justice, the Institute for Gender and Equality, the Association of Cabo Verdean Journalists, the Solidarity Foundation, the National Commission for Human Rights and Citizenship, and NGOs.(25)
ICCA's National Unit for the Prevention and Elimination of Child Labor	Promote child's rights, coordinate and monitor the implementation of all national programs and activities to prevent and combat child labor.(31, 32) ICCA delegates are in certain municipalities on the islands of Santiago, Fogo, Sal, São Vicente, and Santo Antão.(30)
Municipal Committee for the Defense of Rights of Children and Adolescents (CMDDCA)	Assist and monitor vulnerable children and their families in municipalities in which no ICCA delegate is present.(1, 30) Seventeen CMDDCAs operate under municipal jurisdictions; they include representatives from the Ministry of Education and Sports, municipalities, health departments, the National Police, courts, and other offices.(1)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Cabo Verde has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for the Prevention and Eradication of Child Labor	Prioritizes the eradication of child labor. Outlines specific objectives, including data collection, institutional capacity building, and enhancement of measures to prevent, protect, and remove children from involvement in child labor.(1, 30) Aims to engage multiple stakeholders, such as government agencies, workers' organizations, and child workers and their families, in efforts to achieve these goals.(1, 30)
Regional Action Plan for the Elimination of Child Labor	Aims to eliminate the worst forms of child labor in West Africa by 2015.(33, 34)
The Code of Ethics Against the Sexual Exploitation of Children and Adolescents	Guides and governs all agencies involved in the tourism sector in Cabo Verde.(35) Approved in July 2014 during a workshop organized by the Ministry of Youth, Employment, and Development of Human Resources and the Chamber of Commerce of Leeward Islands, in partnership with the ILO.(25) Allows the tourism sector to play a prominent role in the fight against the exploitation of children and adolescents, particularly sexual exploitation.(25, 35)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Poverty Reduction and Growth Plan III (2012–2016)	Identifies strategies to reduce poverty, foster economic development, and bolster education to reduce child labor.(31, 36) Includes plans to develop educational materials on child labor and the sexual exploitation of children.(30)
National Action Plan for Human and Citizenship Rights	Proposes the development of mechanisms to identify cases of child labor involving children under age 14, as well as programs and necessary measures to end these situations. Also plans to develop and increase programs that combat the commercial sexual exploitation of children.(30)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Cabo Verde funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Labor Awareness Campaigns	Government program implemented by ICCA and the National Committee for Child Labor Prevention and Eradication that conducts national awareness campaigns on the worst forms of child labor. In 2015, ICCA released 4,600 copies of a “Stop Child Labor” comic book to students on Santiago island, and published the third edition of the Educational Guide on Violence and Sexual Abuse against Children and Adolescents.(37)
Help for At-Risk Children†	Government program implemented by ICCA that provides education, health services, and professional training to vulnerable children and their families. Eight day centers for street children vulnerable to sexual and labor exploitation operate on Boa Vista, Fogo, Sal, Santiago, Santo Antão, and São Vicente islands.(38) In 2015, assisted 297 vulnerable children.(37)
Child Emergency Centers and Social Protection and Reintegration Centers†	ICCA-run program that operates emergency centers for child victims of abuse and sexual exploitation on Santiago and São Vicente Islands.(3, 26, 30) In August 2015, the Government opened another emergency center on Santo Antão island.(38) The Government also operates five social protection and reintegration centers that provide support and educational integration services to children who have experienced long-term trauma.(3, 5, 26, 38)
Study on Sexual Abuse and Exploitation of Children and Adolescents	Government program in collaboration with UNICEF that analyzes the causes and socio-cultural factors behind child sexual abuse and exploitation. The 2015 report includes a legal and institutional framework analysis to help develop effective policies to combat the problem.(35, 39)
Government Efforts to Increase Access to Education†	Government program supported WFP and UNICEF, led by the Cabo Verdean Foundation for School and Social Support, that ensures school access for disadvantaged children by paying for school fees, school materials, and meals.(27) Secondary education is free for children whose families earn less than \$1,670 annually.(2)

† Program is funded by the Government of Cabo Verde.

Although Cabo Verde has programs that target street children, research found no evidence that the Government has programs to assist children involved in agriculture, fishing, and domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Cabo Verde (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children who are self-employed or engaged in unpaid work.	2015
	Establish a minimum age for light work and prescribe the number of hours per week and conditions under which light work may be undertaken.	2015
	Ensure that laws criminally prohibit debt bondage.	2015
Enforcement	Make law enforcement data publicly available, including information on the labor inspectorate's funding, number and type of labor inspections conducted, and training for investigators, as well as the number of criminal investigations undertaken, violations found, prosecutions initiated, and convictions achieved.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that initial training is provided to new investigators and that all investigators receive training on new laws related to the worst forms of child labor.	2015
	Ensure that the IGT receives adequate funding to conduct labor inspections on all islands.	2014 – 2015
Social Programs	Conduct research to determine specific activities related to children's work in agriculture and fishing, in order to inform policies and programs.	2013 – 2015
	Institute programs to address child labor in agriculture, fishing, and domestic work.	2010 – 2015

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In 2015, Cambodia made a significant advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor and Vocational Training adopted a new regulation on the recruitment of young workers that strengthens protections against hazardous work for children ages 15 to 18. The Government also established a policy to reduce child labor in agriculture, a sector in which many Cambodian children are known to work. In order to strengthen efforts to combat human trafficking, including the trafficking of children, the Government adopted a National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation, and allocated funding to the National Committee for Counter Trafficking to ensure its implementation. The Ministry of Social Affairs, Veterans, and Youth Rehabilitation also approved guidelines to standardize procedures for identifying and protecting victims of human trafficking. To better inform policies and programs that address child labor in Cambodia, a study was published in 2015 on child labor in the sugarcane sector. However, children in Cambodia are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation. Cambodia does not have a compulsory education requirement, which leaves children vulnerable to the worst forms of child labor. In addition, insufficient financial and human resources hinder the labor inspectorate's efforts to enforce child labor laws.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cambodia are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation. (1-9) Table 1 provides key indicators on children's work and education in Cambodia.

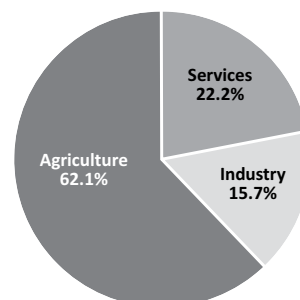
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	9.4 (276,583)
Attending School (%)	5-14 yrs.	85.4
Combining Work and School (%)	7-14 yrs.	9.1
Primary Completion Rate (%)		96.3

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force and Child Labour Survey, 2012.(11)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Fishing, including deep-sea and night fishing*† (1-4, 12)
	Peeling shrimp and shucking crabs* (1, 4, 13)
	Production of tobacco, cassava, rubber, rice,* and sugarcane (5-8, 12-15)
	Logging for the production of timber† (2)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Making bricks† (2, 5, 13, 16, 17)
	Production of salt (5, 16, 18)
	Construction,† including operating transportation equipment (2, 16)
	Production of textiles, including bleaching, dyeing, and finishing with chemicals;† and garments* (2, 19-21)
	Production of footwear* (13, 22, 23)
	Production of alcoholic beverages† (2)
	Work in slaughterhouses for the production of meat† (2)
Services	Manufacturing of wood*† and metal*† products (2, 5)
	Domestic work (24-27)
	Work as security guard† and in entertainment,† including as bartenders, masseurs, dancers, and waiters (2)
	Street work, including begging, vending, shoe polishing, scavenging, and portering* (5, 16, 19, 27)
Categorical Worst Forms of Child Labor‡	Work as garbage pickers* (28, 29)
	Commercial sexual exploitation sometimes as a result of human trafficking (5, 9, 16, 30-34)
	Street vending as a result of human trafficking* (35)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




Children are trafficked to, from, and within Cambodia for commercial sexual exploitation and labor exploitation.(33) Trafficking for commercial sexual exploitation occurs primarily from Cambodia to Thailand, from Vietnam to Cambodia, and within Cambodia, where children are exploited in brothels and other venues, such as beer gardens, massage parlors, salons, and karaoke clubs.(9, 16, 31, 33, 34) Children are trafficked from smaller villages to larger cities and primarily to Malaysia, Thailand, and Vietnam to work as domestic servants.(24, 31, 36, 37) Children are also trafficked to Thailand and Vietnam, where they are forced to beg and work as street vendors.(16, 33, 38)

Access to education remains a challenge in Cambodia. Although the Education Law establishes free basic education, children may be charged additional fees for exams, tutoring, and even class time. These costs are prohibitive for some families.(5, 39-42) In remote areas, children must travel long distances to reach school, and transportation is limited.(5, 27) Children living in relocation sites due to economic land concessions, as well as ethnic minority children living in the northeastern highland provinces, lack sufficient access to educational services.(43, 44) For ethnic minorities, language barriers in schools and an insufficient number of teachers are additional obstacles.(44, 45)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Cambodia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 177 of the Labor Law (46)
Minimum Age for Hazardous Work	Yes	18	Articles 173 and 177 of the Labor Law; Regulation on the Prohibition of Hazardous Child Labor; Articles 339–340 of the Penal Code (46–48)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 2 of the Regulation on the Prohibition of Hazardous Child Labor (47)
Prohibition of Forced Labor	Yes		Article 15 and 16 of the Labor Law; Articles 10, 12, 15–17, and 19 of the Law on Suppression of Human Trafficking and Sexual Exploitation (46, 49)
Prohibition of Child Trafficking	Yes		Articles 10, 12, 15, 17, and 19 of the Law on Suppression of Human Trafficking and Sexual Exploitation (49)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 15, 28, 33–37, and 41 of the Law on Suppression of Human Trafficking and Sexual Exploitation; Articles 284 and 289 of the Penal Code (48, 49)
Prohibition of Using Children in Illicit Activities	Yes		Articles 344–345 of the Penal Code (48)
Minimum Age for Compulsory Military Recruitment	Yes	18	The Law on General Statutes for the Military Personnel of the Royal Cambodian Armed Forces (50, 51)
Minimum Age for Voluntary Military Service	Yes	18	Article 42 of the Law on General Statutes for the Military Personnel of the Royal Cambodian Armed Forces (50, 51)
Compulsory Education Age	No		
Free Public Education	Yes		Article 31 of the Education Law (42)

In November 2015, the Ministry of Labor and Vocational Training (MOLVT) issued a regulation that establishes procedures for recruiting and employing children between the ages of 15 and 18, referred to as young workers. The regulation reiterates that employers must not require young employees to work under dangerous conditions or in the worst forms of child labor.⁽⁵²⁾ It also describes the employer's specific responsibilities with regards to young employees, including verifying identity documents, issuing employment contracts, and providing appropriate vocational training.⁽⁵²⁾

The Labor Law's minimum age protections do not apply to domestic or household workers, which leaves children vulnerable to child labor in this occupation.^(46, 53) Although the Penal Code prohibits the use of a minor to transport, keep, or supply drugs, Cambodian law does not criminally prohibit the procuring or offering of a child for these purposes, nor does it ban the use, procuring, or offering of a child for the production of drugs.^(25, 48) Laws do not sufficiently prohibit commercial sexual exploitation of children, as the use, procuring, or offering of a child for pornographic performances is not criminally prohibited.

Education is free, but not compulsory, through grade nine.⁽⁴²⁾ The lack of compulsory schooling makes children under age 15, the legal age to work, particularly vulnerable to child labor, as they are not required to be in school but are not legally permitted to work either.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Child Labor within the Ministry of Labor and Vocational Training (MOLVT)	Enforce child-related provisions of the Labor Law and train Commune Committees for Women and Children who oversee local child labor monitoring systems. ⁽¹⁹⁾

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Cambodian National Police's Anti-Human Trafficking and Juvenile Protection Department (Anti-Trafficking Police)	Enforce laws against trafficking, child sexual exploitation, and criminal activities, along with municipal and provincial anti-human trafficking and juvenile protection offices.(54) Commanded by the Ministry of the Interior.(55) Field complaints about human trafficking, which can be filed through the anti-human trafficking hotline, 1288.(32)
Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY)	Accompany the police on investigations, during which child victims may be found, and subsequently refer child victims to NGO services.(4)

In 2015, the MOLVT expanded the number of interdepartmental inspection teams, which each include a child labor inspector, from 24 to 29. The MOLVT reserves five of these teams for urgent inspections.(56-59)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Cambodia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (56)	Unknown (60)
Number of Labor Inspectors	342 (61)	408 (60)
Number of Child Labor Dedicated Inspectors	58 (56)	58 (60)
Inspectorate Authorized to Assess Penalties	Yes (46)	Yes (60)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (60)	Yes (60)
■ Training on New Laws Related to Child Labor	Yes (60)	Yes (60)
■ Refresher Courses Provided	Yes (60)	Yes (60)
Number of Labor Inspections	5,517 (60)	8,181 (60)
■ Number Conducted at Worksite	1,971 (60)	2,713 (60)
■ Number Conducted by Desk Reviews	3,546 (60)	5,468 (60)
Number of Child Labor Violations Found	46 (56)	Unknown (60)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (60)	Unknown (60)
■ Number of Penalties Imposed That Were Collected	Unknown (60)	Unknown (60)
Routine Inspections Conducted	Yes (27)	Yes (60)
■ Routine Inspections Targeted	No (60)	No (60)
Unannounced Inspections Permitted	Yes (60)	Yes (60)
Unannounced Inspections Conducted	Yes (60)	Yes (60)
Complaint Mechanism Exists	Yes (60)	Yes (60)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (56)	Yes (60)

In 2015, 24 out of the Department of Child Labor's 58 inspectors were based in Phnom Penh, with an additional 9 inspectors responsible for investigating urgent complaints. One child labor inspector was also stationed in each of Cambodia's 25 provinces to conduct local and regional inspections.(60) Although inspectors from the Department of Child Labor are trained on relevant laws and inspection techniques to identify child labor, the MOLVT lacks standardized guidelines for conducting labor inspections.(56, 62) In 2015, the Department of Child Labor reported that it did not receive any funding for inspection-related costs and that due to these financial constraints, the inspectorate was only able to conduct inspections in and around the capital city of Phnom Penh.(56, 60)

The Department of Child Labor reported that following the adoption of the MOLVT's new regulation on the recruitment of young workers in 2015, 13 new enterprises requested permission to register 557 young workers. Labor authorities also removed 114 young workers from dangerous work.(60) While the MOLVT has other regulations regarding acceptable work for children in agriculture, fishing, tobacco, and cassava production, government officials report that they have not yet begun to enforce these regulations.(19, 62)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Cambodia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (60)	Yes (60)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (60)	Yes (60)
■ Refresher Courses Provided	Yes (60)	Yes (60)
Number of Investigations	Unknown (63)	33 (60)
Number of Violations Found	Unknown (60)	73 (60)
Number of Prosecutions Initiated	Unknown (60)	Unknown (60)
Number of Convictions	Unknown (60)	Unknown (60)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (63)	Yes (60)

In 2015, the Anti-Trafficking Police employed 500 police officers, with approximately 20 in each province, to enforce laws against the worst forms of child labor.(56) The National Committee for Counter Trafficking, in collaboration with several government ministries and NGO partners, provided training for more than 4,000 commune and provincial officials, law enforcement officers, and judicial staff on a variety of anti-human trafficking topics, including legislation, investigative techniques, and evidence collection. Also, during the reporting period, the National Committee for Counter Trafficking and partners provided training courses for 2,495 staff members working at entertainment establishments known to pose high human trafficking risks, such as hotels, guesthouses, and karaoke parlors.(38) These trainings provided instruction on child-safe tourism and the prevention of child labor, among other topics.(38) The Ministry of Interior, however, has not yet introduced anti-human trafficking training into the curriculum of the Cambodian National Police academies.(38, 63)

The Ministry of Justice reported that as a result of investigations, police rescued 73 children engaged in the worst forms of child labor in 2015.(60) The Ministry of Social Affairs, Veterans, and Youth Rehabilitation (MOSAVY) and the Cambodian Center for the Protection of Children's Rights also identified 152 child trafficking victims, most of whom were forced to beg or sell lottery tickets in Vietnam. In 2015, the total number of violations related to the worst forms of child labor, as well as data on the number of prosecutions and convictions for these crimes, is unknown, as the Government does not have a comprehensive system in place to collect and report these data.(38) Law enforcement officials refer victims of human trafficking, including children, to NGOs or to provincial social affairs offices to receive assistance. During the reporting period, the MOSAVY finalized and approved guidelines on victim identification, which aim to streamline procedures for identifying victims and referring them to the appropriate services.(38)

In Cambodia, judges have discretion to determine whether perpetrators of crimes related to the worst forms of child labor will be imprisoned or fined, as well as the amount of the fine. In part due to high levels of corruption within the judicial system, the penalties imposed are not uniformly administered and do not adhere to the parameters prescribed by law.(4, 64, 65)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee on Child Labor of the Cambodian National Council for Children	Coordinate child labor issues at the national level. Ensure that projects and programs follow the national policy on child labor.(49) Includes all concerned ministries, businesses, trade unions, and NGOs. Provincial Committees on the Protection of Child Rights and Provincial Committees on Child Labor coordinate efforts to address child labor at the provincial level.(49)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
National Committee for Counter Trafficking	Coordinate government efforts to address human trafficking.(38) At the national level, includes six interministerial working groups, each chaired by a technical ministry, with a selected representatives from civil society serving as a vice chair.(38, 66, 67) Working groups focus on the following areas: prevention; protection, recovery, reintegration, and repatriation; law enforcement; justice; international cooperation; children's affairs; and migration.(67) Member agencies include the Ministry of Education, MOSAVY, the Ministry of Justice, the Ministry of Women's Affairs, and the MOLVT.(38) Oversee a network of Provincial Committees for Counter Trafficking composed of local government officials in each province.(38) In 2015, the Government dedicated greater financial and human resources to the National Committee for Counter Trafficking, including a budget allotment of \$500,000 to implement Cambodia's National Plan of Action. Provincial Committees for Counter Trafficking developed action plans to guide human trafficking protection and prevention efforts at the local level, and four of these committees received modest funding from the central government to support anti-human trafficking activities.(38)
Migration Working Group	Coordinate multi-sector participation to address migration issues, gather and monitor data on migration, facilitate information exchange, and provide recommendations on the formulation of agreements with relevant countries. Chaired by the Ministry of Interior and includes representatives from the Government, UN, and NGOs.(66)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Cambodia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action to Tackle Child Labor in Inland and Coastal Fisheries	Incorporates child labor into the Ministry of Agriculture, Forestry, and Fisheries' policies and legal frameworks for fisheries and aquaculture. Assesses work hazards for children in fisheries and aquaculture. Ensures that children who work in fisheries and their families have access to education and livelihood opportunities.(68) Draft guidelines defining types of hazardous activities prohibited for children in the fisheries sector and establishing fines for employers who violate them are awaiting official approval from the Ministry of Agriculture, Forestry, and Fisheries.(69, 70)
Action Plan for Gender Equality Promotion and Child Labor Elimination in the Fisheries Sector (2016–2020)†	Seeks to eliminate child labor and promote gender equality in the fisheries sector nationwide. Focuses on building the capacity of stakeholders to address three issues: (1) promoting economic empowerment for both men and women working in small-scale fishing, (2) preventing and withdrawing children from child labor and hazardous work, and (3) improving mechanisms to monitor and evaluate efforts related to gender equality and the prevention of child labor.(71)
Policy and Strategic Framework on Childhood Development and Protection in the Agricultural Sector (2016–2020)†	Establishes a strategic framework to promote the protection and development of children working in the agricultural sector. Goals include preventing and reducing child labor, especially in hazardous work involving the use of agrochemicals and sharp tools, and improving agricultural vocational training for youth ages 15 through 17.(12)
National Plan of Action on the Suppression of Human Trafficking, Smuggling, Labor, and Sexual Exploitation (2014–2018)†	Aims to coordinate efforts to prevent and eliminate all forms of human trafficking by strengthening law and policy enforcement, enhancing prevention efforts, improving criminal justice responses to human trafficking, and protecting victims by providing age- and gender-appropriate support services. Specific activities include strengthening labor law enforcement to protect children from exploitation in entertainment venues, developing standard operating procedures to promote child safety in the tourism industry, integrating anti-human trafficking and child safety issues into the public school curriculum, and promoting the inclusion of vulnerable children in both formal and informal education.(67) Launched in 2015.(38)
Policy and National Minimum Standards for the Protection of the Rights of Victims of Human Trafficking	Establishes guidelines to improve the treatment of victims of trafficking in persons.(72) Lists children among those identified as victims of trafficking in Cambodia and includes the Ministry of Interior's Safety Village Commune/Sangkat Policy Guide, which mandates that local governments take action to end the trafficking of women and children to ensure safe communes.(68, 73)
Association of Southeast Asian Nations (ASEAN) Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) (2015)†	Establishes a regional anti-human trafficking framework among 10 Association of Southeast Asian Nations Member States, including Cambodia, to improve coordination on investigation and prosecution of trafficking in persons cases and enhance assistance for victims. Unanimously adopted in June 2015, the Convention was signed by the relevant heads of state on November 21, 2015.(74, 75)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
The Education Strategic Plan (2014–2018)	Outlines a plan to ensure equitable access to educational services, enhance the quality and relevance of learning, and ensure effective leadership and management of educational staff at all levels. Includes programs and activities aimed at improving the response to human trafficking and child labor.(76) Additionally, includes a multilingual education initiative that allows non-native speakers of Khmer language to learn primarily in their mother tongue until grade four.(77)
Multilingual Education National Action Plan (2015–2018)*†	Serves as a roadmap for the implementation of multilingual education in five target provinces in northeastern Cambodia. Aims to improve quality of education for ethnic minority students; strengthen the monitoring and implementation capacity of Ministry of Education, Youth, and Sport officials; and build support for multilingual education among school committees, parents, and local authorities.(44, 78)
National Youth Policy	Aims to afford meaningful opportunities to young adults ages 15 to 30 and provide them with the skills to enhance economic participation.(79)
Rectangular Strategy for Growth, Employment, Equity and Efficiency Phase III (2013–2017)	Defines Cambodia's socioeconomic policy agenda and outlines a strategy for sustainable development and poverty reduction. Includes social protection programs to ensure poor children have access to education; promotes sustainable development of the health sector, including improved sanitation, health, and nutrition of children; and focuses on strengthening law enforcement to be more effective against human trafficking and sexual exploitation of children.(80)
National Employment Policy (2015–2025)*†	Seeks to increase decent and productive employment opportunities for all, to promote skills and human resources development, and to strengthen labor market governance. Addresses the need to provide enhanced education and technical and vocational training, especially for young workers.(81, 82)
National Social Protection Strategy (2011–2015)	Aims to protect the poorest and most disadvantaged populations, mitigate risks by providing coping strategies, and promote poverty reduction by building human capital and expanding opportunities such as access to health, nutrition, and educational services, which will benefit child laborers and their families.(83)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the Department of Child Labor finalized a draft of the second National Plan of Action on the Worst Forms of Child Labor, which replaces the lapsed first National Plan. The draft is currently awaiting formal approval from the Council of Ministers.(70)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Cambodia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Commune Committees for Women and Children†	MOLVT and provincial government program that establishes and trains committees at the commune and village levels to raise awareness about child labor regulations, promote school attendance, and report employers who violate child labor laws.(19)
Cambodians EXCEL: Eliminating Exploitative Child Labor through Education and Livelihoods (2012–2016)	\$10 million, USDOL funded, 4-year project to combat child labor in agriculture, fishing, and domestic service. Targets 28,000 child laborers and at-risk children to receive educational services; 14,000 households also receive livelihood services.(84) Addresses a complex set of factors causing child labor, including poverty, limited education access, cultural acceptance of child labor, debt, migration, and lack of regulation in the informal sector.(84) In 2015, contributed to the finalization of the draft National Plan of Action on the Worst Forms of Child Labor.(70)
Counter Trafficking in Persons II (CTIP II) (2011–2015)	\$5.4 million, USAID-funded, 4-year program implemented by Winrock International to improve the Government and civil society's coordination and capacity to effectively combat all forms of human trafficking. Focuses specifically on addressing the needs of victims of forced labor and sexual exploitation.(85)
Expanding the Evidence Base and Reinforcing Policy Research for Scaling-up and Accelerating Action Against Child Labor	USDOL-funded research project implemented by the ILO in seven countries, including Cambodia, to accelerate country-level actions to address child labor by collecting new data; analyzing existing data; building capacity of governments to conduct research in this area; and supporting governments, social partners, and other stakeholders to identify areas of policy intervention against child labor.(86) In 2015, the ILO published the results of a rapid assessment on child labor in the Cambodian sugarcane sector. The study aims to advance knowledge on child labor in a sector in which little information is publicly available in order to shape policies and programs that address the issue.(14)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Street People Committee†	Interministerial committee chaired by MOSAVY that provides direct support for street children. Responsible for determining the number of people living and working on the street, including children, and providing for their needs.(55, 87)
Better Factories Cambodia	Program to monitor garment factories' compliance with national and international labor standards and to work with factories on implementing remediation plans. Works with tripartite partners, including the Government of Cambodia, trade unions, and the Garment Manufacturers Association in Cambodia, and is part of a global partnership between the ILO and the International Finance Corporation.(88) In 2015, identified 18 cases of underage workers in garment factories. Of these 18 children, 10 child workers were provided with compensation and vocational training until they reach the minimum age for employment, and 8 were removed from work.(60)
ILO Decent Work Country Program (2011–2015)	Framework to enhance policies, laws, and enforcement mechanisms to eliminate the worst forms of child labor. Endorsed by MOSAVY.(40)
Bilingual Education Programs†	Ministry of Education, Youth, and Sport's bilingual education program for ethnic minority children in preschools and primary schools in three provinces. Targets 2,359 students from grades 1–3 in 27 schools.(87, 89)
UN WFP Country Program (2011–2016)	Australian-funded, 5-year program implemented by the Ministry of Education, Youth, and Sport to improve food security and nutrition, which includes providing breakfast and take-home rations to vulnerable primary school children, and off-season income-generation activities for the poor.(90) Includes a cash scholarship transfer pilot program through a mobile banking system, in partnership with Angkor Microfinance of Kampuchea. Beneficiaries of the program must attend 80 percent of their classes to receive cash assistance that can be used for food or school supplies.(91)

† Program is funded by the Government of Cambodia.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Cambodia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Institute a compulsory education age that is at a minimum equal to the minimum age for work.	2009 – 2015
	Ensure that the law's minimum age provisions apply to children working as domestic workers.	2009 – 2015
	Ensure that the law comprehensively prohibits the procurement, offering, and use of a child for the production and trafficking of drugs.	2015
	Ensure that laws criminally prohibit the procurement, offering, and use of a child for pornographic performances.	2015
Enforcement	Make information publicly available on the amount of funding for the labor inspectorate, the total number of child labor violations found, the number of penalties imposed and collected for child labor violations, and the number of prosecutions and convictions for crimes related to the worst forms of child labor.	2015
	Strengthen the labor inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2009 – 2015
	Ensure that a sufficient number of labor inspectors are trained to inspect for child labor violations.	2014 – 2015
	Develop and implement standardized guidelines for conducting child labor inspections.	2011 – 2015
	Provide sufficient resources for the enforcement of child labor laws to ensure inspections are conducted throughout the country.	2010 – 2015
	Enforce regulations regarding child labor in agriculture, tobacco, cassava, and fishing.	2012 – 2015
	Increase anti-human trafficking training for law enforcement officers, including at Cambodian National Police academies.	2014 – 2015
	Uniformly administer penalties for violations of child labor laws in accordance with the parameters prescribed by law.	2009 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Approve the new National Plan of Action on the Worst Forms of Child Labor.	2013 – 2015
	Integrate child labor elimination and prevention strategies into the Multilingual Education National Action Plan and the National Employment Policy.	2015
Social Programs	Ensure all children have access to free basic education, including by ensuring school fees are not charged and addressing issues related to distance, limited transportation to school, and language barriers.	2013 – 2015

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Cameroon

MODERATE ADVANCEMENT

In 2015, Cameroon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government convicted two individuals under Law N° 2011/024 Relating to the Fight Against Trafficking in Persons and Slavery, updated its National Plan of Action to Combat Child Labor and Trafficking in Children to include a protective policy framework on child labor in domestic work, and announced a National Action Plan for the Promotion and Protection of Human Rights in Cameroon with combatting child trafficking as a major focus. However, children in Cameroon are engaged in child labor, including in the production of cocoa, and in the worst forms of child labor, including in commercial sexual exploitation. The Government has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, nor has it prohibited the use of children in illicit activities, including the production and trafficking of drugs.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Cameroon are engaged in child labor, including in the production of cocoa. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation. (1-7) Table 1 provides key indicators on children's work and education in Cameroon.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	56.2
Attending School (%)	5-14 yrs.	79.7
Combining Work and School (%)	7-14 yrs.	52.7
Primary Completion Rate (%)		72.2

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Démographique et de Santé et à Indicateurs Multiples, 2011.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cocoa, bananas,* coffee,* onions,* palm oil,* rubber,* and tea,* including handling pesticides,* machetes,* clearing fields,* and lifting heavy loads* (1, 4-7, 10-14)
	Hunting* and raising livestock* (1, 7)
	Fishing, including smoking* or selling* fish (1, 7, 15)
Industry	Working in artisanal gold mines† and gravel quarries,*† transporting heavy loads of sand or gravel,* breaking stones,* and digging or standing in stagnant water to extract minerals* (1, 13, 15, 16)
	Construction,* including carrying heavy loads of water,* concrete,* cement* and bricks* (1, 13)
Services	Domestic work (1, 7, 13)
	Working in transportation* (1, 13)
	Street work, including carrying heavy luggage,* vending, and begging* (1, 12, 13, 17-19)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation,* sometimes as a result of human trafficking (1-3, 5, 18, 20-23)
	Use in armed conflict, sometimes as a result of forced recruitment, including as suicide bombers (21, 24-32)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced labor in agriculture in the production of cocoa, tea, cotton, and onions, fishing, livestock raising, domestic work, in artisanal gold mines and gravel quarries, street vending, and construction, each sometimes as a result of human trafficking* (1, 2, 5, 21, 23)
	Forced begging* (4, 18, 21, 33)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182

Cameroon is a source, transit, and destination country for child trafficking from neighboring countries in Central and West Africa, and it is increasingly becoming a source country for human trafficking victims sent to Persian Gulf countries.(1, 13, 21, 34) Improved public awareness about child trafficking has reduced the number of parents who willingly give their children to intermediaries promising education or a better life in urban cities. As a result, reports of children being kidnapped for human trafficking purposes have increased, including in Yaoundé.(21, 35) Enforcement officials are becoming more vigilant about requiring parental authorization for children travelling without their parents. Immigration points at land borders, seaports, and airports are also increasingly well monitored, particularly at the borders of Nigeria and the Central African Republic.(21) Child trafficking also occurs internally for the purposes of hereditary slavery in the Northwest Region and three northern regions, though this practice has declined.(2, 5, 21, 36) In the three northern regions, it is a tradition to send boys, or *talibés*, to Koranic teachers to receive education. While some *talibés* receive lessons, others are forced by their teachers to beg or perform other work and to surrender the money that they earn.(4, 13, 33, 37) Additionally, the traditional practice of *confiage*, which involves sending a child to a relative or friend to attend school in a larger town or city, may place children at risk of exploitation by internal human trafficking.(21, 23, 35, 38)

Decree N° 2001/041 on the Organization of Public Schools guarantees free education in Cameroon and the Government has called on schools to stop collecting parent-teacher association fees in accordance with this law.(39, 40) However, due to the late or inadequate disbursement of government funds to schools, families were required to pay for uniforms, books, and other school-related fees.(12, 35, 40–43) During the reporting period, the Government implemented a series of actions to improve access to education, including building schools and classrooms, and recruiting teachers.(35, 40) Girls were also subject to sexual harassment at schools and often dropped out due to early pregnancy or domestic responsibilities.(37) A lack of schools in rural areas and birth registration requirements further hindered access to education as many children are not born in formal health facilities, which issue the declarations necessary to obtain birth certificates.(17, 21, 35, 41) This is particularly true in the Extreme North Region, where UNICEF estimates that approximately 65 percent of children do not have birth certificates.(44) Additionally, children in refugee camps in eastern Cameroon have difficulty accessing education due to a lack of schooling, teachers, and resources to pay for school-related expenses.(26, 45, 46)

Ongoing insecurity along Cameroon's borders with the Central African Republic and Nigeria has displaced many Cameroonians and strained the Government's resources for addressing child labor.(21, 43, 47, 48) *Boko Haram* has attacked numerous villages around the Lake Chad region, burning buildings, killing villagers, and kidnapping children.(24, 31, 32, 49) *Boko Haram* has repeatedly used children as soldiers and suicide bombers in these attacks, including children as young as age 13.(21, 31, 32) These attacks have forced an estimated 1,100 schools to close in Cameroon, Chad, Niger, and Nigeria. At least 170 of these schools are in Cameroon, affecting approximately 70,000 students, and putting an estimated 29,000 students at risk of losing an entire school year.(26, 28, 31, 32, 45, 47, 49–53) Teachers have left their posts as a result of the conflict and displaced students place an additional strain on existing schools.(19, 26, 45) Refugees and internally displaced children are particularly vulnerable to the worst forms of child labor, including child trafficking.(5, 21, 25, 50, 54)




II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Cameroon has ratified most key international conventions concerning child labor (Table 3).

Cameroon

MODERATE ADVANCEMENT

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 86 of the Labor Code (55)
Minimum Age for Hazardous Work	Yes	18	Articles 9–23 of Order N° 017 on Child Labor; Section 86 of the Labor Code (55, 56)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Articles 9–23 of the Order on Child Labor (56)
Prohibition of Forced Labor	Yes		Sections 1–6 of the Law Relating to the Fight Against Trafficking in Persons and Slavery; Articles 11, 292, 293, 342, 352, and 353 of the Penal Code; Section 2 of the Labor Code (55, 57, 58)
Prohibition of Child Trafficking	Yes		Sections 1–6 of the Law Relating to the Fight Against Trafficking in Persons and Slavery; Articles 11, 352, and 353 of the Penal Code (57, 58)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 265 and 343–347 of the Penal Code; Articles 76, 81, and 82 of the Law on Cybersecurity and Cybercriminality (57, 59)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 2 of the Decree Fixing the Conditions and Recruitment and Admission to Military Schools (60)
Compulsory Education Age	Yes	12‡	Preamble of the Constitution; Articles 9 and 16 of the Law Orienting the Education System (35, 38, 61, 62)
Free Public Education	Yes		Articles 46 (2), 47, and 48 of the Decree on the Organization of Public Schools (39)

* No conscription (60, 63)

‡ Age calculated based on available information (40)

Articles 20 and 21 of the Order on Child Labor prohibit hazardous activities for children under age 18, with two exceptions for those age 16 and over. This means that children ages 16 and 17 can legally be employed in hazardous tasks such as operating horizontal winches or pulleys, servicing steam valves, and working on scaffolding without receiving adequate training or ensuring their health, safety, and morals are protected.(56) The Government has acknowledged the need to update the hazardous work prohibitions and is planning to incorporate updates into a revision of the Labor Code.(12) As part of this effort, the National Labor Advisory Commission met in 2015 in order to review and update the list of hazardous activities prohibited to children.(40) Additionally, the prohibitions against child trafficking are insufficient because they require threats, the use of force, or coercion to be established for the crime of child trafficking. In addition, the Law Relating to the Fight Against Trafficking in Persons and Slavery doubles the penalty if the victim is under 15; thus children ages 16 to 18 are not adequately protected under the law.(57, 58) The Government, with the help of an NGO, national, and international experts, drafted amendments to the Law Relating to the Fight Against Trafficking in Persons and Slavery in 2012 to bring the law into conformity with international standards. However, the draft is still under consideration.(14)

The Law Orienting the Education System makes education compulsory through primary school, but it does not specifically establish a compulsory education age.(38) Children typically begin education at age 6 and most students complete primary education at age 12.(40) The lack of a clear compulsory education age makes children ages 12 and 13 particularly vulnerable to the worst forms of child labor, as they are not required to be in school and are below the minimum age for work.(35, 38, 55)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MINTSS)	Lead efforts to enforce child labor laws, promote decent working conditions, and fight against child trafficking in cooperation with other government bodies, including the ministries of Social Affairs, Employment and Vocational Training, Justice, Women's Empowerment and Family, Territorial Administration and Decentralization, and Tourism.(12, 21) Primarily concerned with the welfare of vulnerable groups, including women, children, and indigenous groups. Advocate on behalf of victims, present complaints to court, and provide social services to victims of child labor.(43)
Ministry of Justice (MOJ)	Contribute to investigations through police and gendarmes, and through the prosecution of offenders as appropriate.(43, 64)
Ministry of Social Affairs (MINAS)	Lead Government efforts to combat human trafficking, including by raising awareness.(21) Provide social services and protection to victims of child trafficking, including education, vocational training, and shelter.(12, 65, 66) Maintain a hotline for reporting child trafficking cases or child labor complaints as part of the National Referral System.(40) Coordinate repatriation for victims of human trafficking in cooperation with the Ministry of External Relations.(44) In the case of the Directorate of Social Protection of the Child, oversee 10 regional delegations; the Operational Technical Unit provides social services and maintains Centers for Social Action.(65) In the case of the Minors Brigade, work within the public security sections of local police stations to investigate reports of child trafficking and the use of children in hazardous work.(4, 64, 67)
Ministry of Women's Empowerment and Family (MINPROFF)	Enforce criminal laws against forced child labor, commercial sexual exploitation, and the use of children in illicit activities. Promote the protection of children's rights.(12, 67)
Ministry of Defense's National Gendarmerie (SED)	Enforce criminal laws against child trafficking and investigate violations of child labor laws throughout the country in both rural and urban areas.(1, 43)
General Delegate for National Security (DGSN)	Enforce laws against the worst forms of child labor and investigate violations in urban areas.(1, 43) In the case of the DGSN's Special Vice Squad, a technical department within INTERPOL's National Central Bureau, investigate cases of human trafficking, child soldiering, and commercial sexual exploitation of women and children through regional and international police cooperation. Refer cases to the MOJ or the Ministry of Defense for further investigation or prosecution.(1)
Ministry of Territorial Administration and Decentralization	Enforce child labor laws at the regional level. Local representatives may settle child labor disputes amicably or refer the case to the SED, DGSN, or MOJ for further investigation and prosecution.(43)
National Commission on Human Rights and Freedoms	Promote and protect human rights and investigate human rights abuses.(64, 67) Report wrongdoing, advocate for victims, and assist victims of human trafficking with settling lawsuits.(43)
Joint Mobile Brigade	Work to prevent and combat the phenomenon of street children in Yaoundé and Douala by identifying street children, providing temporary shelter, reintegrating them into their families, and educating families whose children have returned home on the root causes of the phenomenon to prevent these children from returning to the streets.(4, 43, 68)
Ministry of External Relations	Provide assistance in repatriating victims of child trafficking in cooperation with MINAS.(43)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Cameroon took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (67)	Unknown* (1)
Number of Labor Inspectors	74 (67)	79 (1)
Inspectorate Authorized to Assess Penalties	Yes (55)	Yes (55)

Cameroon

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (67)	Yes (1)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (67)	No (1)
Number of Labor Inspections	Unknown* (67)	Unknown* (1)
■ Number Conducted at Worksite	Unknown* (67)	Unknown* (1)
■ Number Conducted by Desk Reviews	Unknown* (67)	Unknown* (1)
Number of Child Labor Violations Found	Unknown* (67)	Unknown* (1)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (67)	Unknown* (1)
■ Number of Penalties Imposed That Were Collected	Unknown* (67)	Unknown* (1)
Routine Inspections Conducted	Unknown* (67)	Yes (1)
■ Routine Inspections Targeted	Unknown* (67)	No (1)
Unannounced Inspections Permitted	Yes (55)	Yes (55)
Unannounced Inspections Conducted	Yes (67)	Yes (1)
Complaint Mechanism Exists	No (67)	Yes (1, 40)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (69, 70)	Yes (40, 69)

* The Government does not make this information publicly available.

According to the ILO's recommendation of 1 inspector for every 15,000 workers in industrializing economies, Cameroon should employ roughly 607 inspectors in order to adequately enforce labor laws throughout the country.(71, 72) Moreover, some reports indicate that funding for labor inspectorates throughout the country was not equal. Most labor brigades reported having inadequate resources to conduct inspections as these are funded from the agency's general appropriations rather than a dedicated budget line item.(1, 73) In addition, because existing legislation does not explicitly extend to the informal sector, inspections are generally limited to the formal sector.(1, 73) The ILO CEACR has also expressed concern that the inspectors are not sufficiently familiar with labor laws.(74)

Although there are no comprehensive statistics on child labor law violations, human rights organizations reported that at least five cases were resolved outside the court system during the reporting period, with perpetrators providing some compensation to victims.(1, 14) There is no formal referral mechanism; however, authorities worked together to ensure that victims of child labor received social services.(40)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Cameroon took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (67)	Yes (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (44)	No (1, 21)
Number of Investigations	Unknown* (67)	17 (21, 40)
Number of Violations Found	25 (44, 67)	Unknown* (1)
Number of Prosecutions Initiated	11 (44, 67)	20 (5, 21, 40)
Number of Convictions	8 (44, 67)	2 (21)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (70)	Yes (1, 18, 23)

* The Government does not make this information publicly available.

It is unclear how many investigators the Government employed in 2015, although officers from the National Police and National Gendarmerie, Special Vice Squad, and Cameroon Border Police all worked to enforce criminal laws related to the worst forms of child labor. In general, agencies do not receive adequate funding to investigate the worst forms of child labor.(1, 21) The Ministry

of Social Affairs (MINAS), the police, and INTERPOL each maintain a hotline where individuals can report cases of child labor violations or other worst forms of child labor, including child trafficking. However, it is not known how many cases of child labor were identified as a result of complaints made to these lines.(40) Two NGOs provided assistance to at least 43 victims of child trafficking during the reporting period.(21) There are also some reports that the Government holds young boys in detention for prolonged periods due to suspicion of being affiliated with *Boko Haram* elements.(31, 32, 54)

Although there are no comprehensive statistics on criminal child labor law violations, at least 20 prosecutions were initiated and an unknown number of victims received remediation and restitution from trafficking offenders outside the judicial system.(5, 21, 40) Of the 20 prosecutions, 2 individuals were convicted under the Law Relating to the Fight Against Trafficking in Persons and Slavery.(21) The offenders reportedly gave money to the parents of the child trafficking victims in order to avoid a legal case. As a result, the parents did not cooperate with the authorities and each perpetrator received a sentence significantly below the maximum allowed by law.(21)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee to Combat Child Labor (CNLCTE)	Coordinate government efforts to combat child labor, propose measures to harmonize Cameroon's legal framework to international standards, and implement the National Plan of Action to Combat Child Labor and Trafficking in Children (PANETEC).(1, 15, 75, 76) Led by MINTSS.(75) In 2015, updated statistical data on child labor with the National Institute of Statistics, reviewed proposed hazardous work list revisions, drafted a media plan in coordination with the Ministry of Communication, and revised PANETEC to include the protective policy framework on child labor in domestic work.(1, 11, 77, 78)
Inter-Ministerial Committee (IMC)	Coordinate government efforts to combat trafficking in persons, including by training stakeholders, proposing legislation, and ratifying international instruments. The Secretary General of the Office of the Prime Minister chairs the Committee, which includes members of eight ministries, law enforcement personnel, civil society organizations, and NGOs active in anti-trafficking work.(21, 69) Oversee three Regional Taskforces on Trafficking in Persons that carry out the Government's anti-trafficking efforts at the local level in Northwest, Southwest, and Littoral provinces.(14, 44) In 2015, only the Southwest and Northwest Regional Taskforces were active, raising awareness of child trafficking issues through radio broadcasts.(14, 21)

In 2015, the Prime Minister issued Order N° 083/PM to amend the membership of the National Committee to Combat Child Labor extending membership to additional stakeholders and adding representatives from MINAS and the Ministry of Employment and Vocational Training as Deputy Chairpersons.(1) The Inter-Ministerial Committee did not carry out any meaningful activities in 2015 and its ability to coordinate among stakeholders and provide oversight to the Regional Taskforces on Trafficking in Persons was limited.(40, 43) In addition, a lack of resources and a clear mandate limited the effectiveness of the Taskforces.(21)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Cameroon has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
PANETEC (2014–2016)	Aims to eradicate the worst forms of child labor by 2016 while reinforcing a long-term institutional framework for the abolition of child labor. Aims to harmonize national laws with international standards, provide quality universal primary education, and allocate additional resources to the labor inspectorate.(1, 12, 23, 73, 79) Establishes responsible agencies, actions to be taken, timelines, and concrete measures related to preventing child labor and child trafficking.(44) In 2015, assisted member institutions with developing individual action plans in support of PANETEC and launched an initiative to recruit 385 jobless youth in the Far North Region as an attempt to prevent youth from enlisting in <i>Boko Haram</i> .(21, 77)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Trafficking in Persons Action Plan	Outlines efforts to prosecute and convict human trafficking offenders, educate law enforcement personnel and social workers, develop and enact legislation prohibiting the trafficking of adults, and train enforcement personnel on how to use the human trafficking database.(80)
National Action Plan for the Promotion and Protection of Human Rights in Cameroon (2015–2019)†	Addresses all forms of human rights, including children's rights. Aims to combat child trafficking by disseminating standard operating procedures for the National Referral System, raises awareness about how to identify and report cases of child trafficking, establishes a collaboration mechanism on human trafficking, increases punishments for offenders, builds the capacity of labor inspectors, and accelerates the ratification of relevant ILO conventions.(1, 21) Additionally, addresses gaps in the education sector, including the shortage of teachers and classrooms, a lack of legal framework to regulate parent-teacher associations, and a low rate of educational attainment for girls.(1)
Decent Work Country Program (2014–2017)	Incorporates child labor concerns into the strategy for work.(6)
PRSP (2010–2020)*	Includes the overall goals of poverty reduction; increased access to health and social services; and improved infrastructures, such as education.(81)
Country Program Action Plan (2013–2017)*	UNICEF and government-implemented program that addresses the full development of young children and builds on the previous Country Program Action Plan. Aims to improve access to quality education, expand employment opportunities, and promote active participation of youth in society.(4, 43, 69)
National Gender Policy Document (2011–2020)*†	Coordinated and managed by the IMC, aims to promote access to education for girls, increase access to training for adults and youth, improve access to health services, and strengthen the institutional framework for gender promotion.(1, 21, 82, 83) Specifies responsible agencies and actions to be taken within the timeframe.(83)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the National Plan of Action to Combat Child Labor and Trafficking in Children (PANETEC) was endorsed by stakeholders in 2014, it has yet to be formally endorsed by the Government.(40, 78) However, the Government of Cameroon, with support from the ILO, provided trainings and held a series of consultations for PANETEC stakeholders during the reporting period, with the goal of effectively implementing PANETEC. As a result, many agencies included funding for activities in support of PANETEC in their 2016 budgets, including the Ministry of Labor and Social Security (MINTSS), which budgeted approximately \$46,000 for an extensive awareness-raising campaign.(1, 78) The Government also officially released the National Gender Policy Document in 2015, which had been in draft form since 2011.(1, 40)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Cameroon funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues (GAP)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. In Cameroon, aims to build the capacity of the National Government to develop strategic policies to address the elimination of child labor and forced labor, and to strengthen legal protections and social services delivery for child domestic workers.(77, 84) In 2015, included a protective policy framework document on the elimination of child labor in domestic work and the protection of domestic workers of legal age in a revised PANETEC.(77, 78)
National Referral System†	MINAS project with IOM support that implemented standard operating procedures to provide assistance to vulnerable children and victims of exploitation. Provides shelter, medical care, psychological support, and reintegration services.(5, 21) In 2015, removed at least 20 children from living on the street and placed them in government-funded shelters.(1)
Project to Fight the Phenomenon of Street Children†	MINAS-funded program that gathers information on street children and offers health care, education, and psychosocial care. In 2015, identified 120 street children and reunited 72 of them with their families.(1)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Centers for Children in Need†	MINAS- and MINPROFF-operated shelters for women and children in need. MINAS-run shelters are located in four regions of Cameroon and MINPROFF operates at least one shelter in every region that provides vocational and educational training for girls and women.(18, 43, 85) Victims of child trafficking are placed in MINAS-run shelters and are given lodging, food, health care, psychological care, education, vocational training, and family tracing as appropriate.(18, 21)
Country Program Action Plan (2013–2017)†	UNICEF- and MINAS-implemented program aiming to improve social protection, ensure access to primary education, and improve preventative health care.(1, 86) Aims to improve conditions in refugee camps in the East Region by providing education, clean drinking water and sanitation facilities, vaccinations, and by building child-friendly spaces.(67) In 2015, focused on the delivery of essential services in refugee camps, such as education and child protection, including the risk of recruitment into <i>Boko Haram</i> .(1)
School Feeding Program†	Programs funded by U.S. Department of Agriculture, WFP, and the Ministry of Education that provide meals to help improve the educational goals of girls in targeted geographic zones.(4, 42) Feeding programs funded by WFP and the Ministry of Education benefit an average of 55,366 girls annually in the Extreme North, North, and Adamaoua Regions.(42) The U.S. Embassy in Yaoundé and the USDA fund Food for Education, which operates in the North Region and promotes the use of school gardens to improve food security. Since the program began in 2013, it has provided breakfast and lunch to 95,867 primary school students and financed the construction of 497 school buildings and 12 wells.(40)
Direct Cash Transfer†	Government program that provides limited direct cash transfers to street children on an ad hoc basis.(42)
Emergency Fund for the Far North†	\$133 million government-funded program that will finance 94 development projects in order to alleviate unemployment and generate income in border communities that have been affected by insecurity.(25)

† Program is funded by the Government of Cameroon.

In 2013, MINTSS evaluated the programs that had been implemented to prevent and combat child labor since 2003, but the results of the study have yet to be released.(4, 43, 69) Although the Government has implemented programs to assist victims of child trafficking and children engaged in street work and in domestic work, the scope of these programs are insufficient and do not fully address the extent of the problem; funding was reduced during the reporting period.(1) Additionally, research did not find evidence of programs to specifically address child labor in agriculture, mining, and quarrying.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Cameroon (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2015
	Criminally prohibit the use of children for illicit activities, including the production and trafficking of drugs.	2014 – 2015
	Ensure that all hazardous activities are prohibited for children under age 18.	2014 – 2015
	Ensure that laws prohibiting child trafficking do not require threats, the use of force, or coercion to be considered child trafficking and that all children under age 18 are protected.	2015
	Ensure that there is not a gap between the age for compulsory education and the established minimum age for work.	2009 – 2015
Enforcement	Collect and make publicly available comprehensive statistics on enforcement efforts, including the amount of funding allocated to the labor inspectorate, the total number and type of inspections conducted, violations found, and penalties imposed.	2009 – 2015
	Ensure that labor inspectorates and criminal law enforcement agencies receive an adequate amount of funding with which to conduct inspections and investigations.	2009 – 2015
	Strengthen the labor inspectorate by initiating targeted inspections based on analysis of data related to at-risk sectors and patterns of serious incidents, including in the informal sector.	2013 – 2015
	Ensure that labor inspectors are familiar with all laws related to child labor by providing regular refresher course on child labor issues.	2013 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Establish a mechanism to log all calls to the child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2015
	Ensure that young boys are not held in detention without reasonable evidence of wrongdoing.	2015
Coordination	Ensure that existing coordinating mechanisms carry out their mandates.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2010 – 2015
Social Programs	Ensure that all children, regardless of birth registration or refugee status, have access to education by eliminating school-related fees, eliminating sexual harassment of girls, and ensuring an adequate number of schools throughout the country.	2009 – 2015
	Expand existing programs to address the scope of the child labor problem in Cameroon and institute programs to address child labor in agriculture, mining, and quarrying.	2009 – 2015

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on the basis of recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met with regard to per capita GNI, a human assets index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, “developed economies” equate to the ILO’s classification of “industrial market economies; “economies in transition” to “transition economies,” “developing countries” to “industrializing economies, and “the least developed countries” equates to “less developed countries.” For countries that appear on both “developing countries” and “least developed countries” lists, they will be considered “least developed countries” for the purpose of calculating a “sufficient number” of labor inspectors.

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In 2015, the Central African Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. In May, 10 armed groups signed a formal agreement with the Transitional Government to end the recruitment and use of children in armed combat and facilitate the separation of children from their ranks. Additionally, the Government established an Interministerial Committee to Combat Human Trafficking and approved an Education Program to rehabilitate and equip more than 300 schools. However, children in the Central African Republic are engaged in the worst forms of child labor, including in illicit activities and armed conflict, sometimes as a result of forced or compulsory recruitment by nongovernmental armed groups. An estimated 1.4 million children lacked access to education as a result of ongoing instability and limited resources hampered the Government's ability to implement policies and programs to address child labor, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Central African Republic (CAR) are engaged in the worst forms of child labor, including in illicit activities and armed conflict, sometimes as a result of forced or compulsory recruitment by nongovernmental armed groups.(1-7) Table 1 provides key indicators on children's work and education in CAR.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	31.0 (373,742)
Attending School (%)	5-14 yrs.	63.1
Combining Work and School (%)	7-14 yrs.	28.0
Primary Completion Rate (%)		44.4

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Working in agriculture,* activities unknown (3)
	Fishing,* activities unknown (2, 3)
Industry	Diamond and gold* mining† (3, 10-14)
Services	Domestic work* (3)
	Street work,* including carrying heavy loads* and market vending* (3, 10)
Categorical Worst Forms of Child Labor‡	Use in armed conflict, sometimes as a result of forced or compulsory recruitment by armed groups (1, 3-7, 15-28)
	Domestic work, working in agriculture, markets, and mining, including in diamond mines, each as a result of human trafficking* (4, 29, 30)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (3, 4, 29-31)
	Forced labor of Ba'aka children in agriculture* (4)
	Use in illicit activities, including as spies for armed forces and carrying stolen goods* (1, 3, 4, 6, 7)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)-(c) of ILO C. 182.

Central African Republic

MODERATE ADVANCEMENT

Sectarian violence has plagued CAR since 2013, and armed groups remain in control of large parts of the country. The ongoing insecurity has impacted the Government's ability to address the worst forms of child labor.(6, 22, 32-44) Despite a July 2014 cease-fire agreement, armed groups have continued to perpetrate violence against civilians and engage in fighting with other armed factions, displacing an estimated 800,000 civilians.(5, 7, 13, 22, 26, 43, 45-47) Reports indicate that some children in refugee camps may be vulnerable to commercial sexual exploitation by peacekeeping troops, sometimes in exchange for food.(5, 7, 13, 31, 46, 48-55)




The UN reported that non-state armed groups continued to recruit and use child soldiers during the reporting period, sometimes as a result of forced or compulsory recruitment.(4, 5, 7, 14, 18, 27, 42, 56-58) An estimated 6,000 to 10,000 children associated with armed groups, some as young as age 8, are used to carry supplies; monitor checkpoints; and serve as combatants, cooks, lookouts, and concubines.(1, 5-7, 18, 19, 24, 28, 30, 59-64) Some children have reportedly been used as human shields by armed men.(5, 7) There are also reports that children from neighboring countries have been recruited by CAR armed groups, and that children in CAR have been abducted for forced labor and/or forced soldiering by the Lord's Resistance Army, a rebel group that operates in CAR.(4-7, 14, 16, 30, 65) Catholic Relief Services reported that 145 children were abducted from CAR between April 2015 and January 2016 for use by the Lord's Resistance Army; 128 had been released as of February 2016.(30) The Government worked with the UN Multidimensional Integrated Stabilization Mission in CAR (MINUSCA), UNICEF, and other partner agencies to prioritize the demobilization and reintegration into community life of these children.(22, 44, 47, 64, 66)

Although the Constitution provides free education, associated fees and a severe lack of textbooks, schools, and teachers, particularly in rural areas, limit access to education for an estimated 1.4 million, or 30 percent, of school-aged children.(6, 14, 43, 58, 65, 67, 68) Teachers and civil servants who fled during the conflict have yet to return and others have been threatened, attacked, or killed. Some schools have been used by armed groups, including as military bases and for recruiting children into their ranks.(5-7, 14, 65, 68, 69) Many schools have been closed for lengthy periods of time due to destruction, damage, or looting as a result of the conflict, and others are occupied by displaced civilians.(5-7, 14, 27, 65, 68-71) Additionally, some students do not attend school due to safety concerns.(14) Birth registration is required for children to enroll in school; however, birth registration was not possible in all areas of CAR in 2015 and the associated cost of registering births made it prohibitive to some.(30, 65, 71, 72) Additionally, members of the armed group *ex-Séléka* reportedly looted and destroyed the records at birth registration offices throughout the country.(65)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

CAR has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 259 of the Labor Code (73)
Minimum Age for Hazardous Work	Yes	18	Article 263 of the Labor Code (73)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Article 262 of the Labor Code; Article 190 of the Mining Code (73, 74)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 7 of the Labor Code; Article 151 of the Penal Code (73, 75)
Prohibition of Child Trafficking	Yes		Article 151 of the Penal Code (75)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 262 of the Labor Code; Articles 110 and 111 of the Penal Code (73, 75)
Prohibition of Using Children in Illicit Activities	Yes		Article 262 of the Labor Code (73)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Legislation title unknown (30)
Compulsory Education Age	Yes	15	Ordinance N° 84/031 Orienting the Teaching System; Article 7 of the Constitution; Article 13 of Law N° 97/014 Orienting the Education System (67, 76, 77)
Free Public Education	Yes		Ordinance N° 84/031; Article 7 of the Constitution (67, 76, 77)

* No conscription (30)

Article 261 of the Labor Code mandates that the Ministry of Labor and Ministry of Public Health, in consultation with the Permanent National Labor Council, issue a joint order determining the types of activities and occupations prohibited for children, but this has yet to be issued.(72, 73) The types of hazardous work prohibited for children are not comprehensive, and do not cover diamond mining, an area of work where there is evidence of children working in hazardous conditions, under water, and carrying heavy loads.(10-12) Additionally, the law does not sufficiently prohibit commercial sexual exploitation, as the possession and distribution of child pornography are not criminally prohibited. In addition, the law does not criminally prohibit an individual from benefiting from the sexual exploitation of children.(73, 75) Research did not uncover a public version of the Government's legislation with regard to minimum age for voluntary military recruitment.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Public Service, Labor, Social Security, and Employment	Monitor and enforce laws related to child labor.(78) In 2015, established the Child Labor Prevention Service dedicated to combatting child labor through inspections, investigations, and awareness-raising activities.(3, 79) Although allocated a provisional budget of \$1.3 million to carry out activities for 2015, the Child Labor Prevention Service did not receive this funding.(3, 79)
Ministry of Justice (MOJ)	Investigate cases of the worst forms of child labor, including commercial sexual exploitation of children, child trafficking, and the use of children in illicit activities. The MOJ shares this responsibility with CAR's police forces.(78)
Ministry of Social Affairs, Promotion of Gender, and Humanitarian Action (MSA)	Oversee child soldier issues and lead the Government's anti-trafficking policy efforts through the National Council on Child Protection.(30) Refer victims of child trafficking to NGOs and maintain an orphanage for children at risk of trafficking.(30)
Special Criminal Court*	Comprised of national and international magistrates, the Court investigate serious human rights abuses committed since 2003, including the use of children in armed conflict.(13, 44, 46, 80, 81)

* Agency responsible for child labor enforcement was created during the reporting period.

In June 2015, the Transitional Government promulgated a law that was passed in April to establish the Special Criminal Court.(5, 13, 44, 80, 81) Although the Government drafted the decrees necessary to implement the Court's functioning, developed job descriptions to recruit staff, and identified a building to enable the investigation and prosecutorial activities of the Court, it was not operational during the reporting period.(13, 81) The Ministry of Justice (MOJ), with the support of MINUSCA, developed a strategic plan to gradually reopen courts and detention facilities throughout the country and process the backlog of cases. In 2015, 18 of the country's 28 courts were staffed with magistrates.(44)

Central African Republic

MODERATE ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in CAR took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown* (3)
Number of Labor Inspectors	18 (82, 83)	41 (3)
Number of Child Labor Dedicated Inspectors	Unknown	5 (3)
Inspectorate Authorized to Assess Penalties	Yes (79)	Yes (79)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (3)	Yes (3)
■ Training on New Laws Related to Child Labor	N/A	N/A (3)
■ Refresher Courses Provided	No (82, 84)	Yes (3)
Number of Labor Inspections	0 (82, 84)	Unknown* (3)
■ Number Conducted at Worksite	0 (82, 84)	Unknown* (3)
■ Number Conducted by Desk Reviews	0 (82, 84)	Unknown* (3)
Number of Child Labor Violations Found	0 (82, 84)	Unknown* (3)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (82, 84)	Unknown* (3)
■ Number of Penalties Imposed That Were Collected	N/A	Unknown* (3)
Routine Inspections Conducted	No (82, 84)	Yes (3)
■ Routine Inspections Targeted	N/A	Yes (3)
Unannounced Inspections Permitted	Yes (73)	Yes (73)
Unannounced Inspections Conducted	No (82, 84)	Yes (3)
Complaint Mechanism Exists	Yes (3)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (3)

*The Government does not make this information publicly available.

Labor inspectors receive training on topics such as statistics, law, and sociology when they are first hired, in addition to on-the-job training during a probationary period. When funding is available, inspectors are sent to Cameroon or other countries for additional training.(79) Despite an increase since 2014, the number of labor inspectors remains insufficient to address the scope of the problem according to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, which is roughly 56 inspectors for CAR.(3, 85-87)

The ongoing violence in CAR has limited the Government's ability to enforce child labor laws in many areas, especially in areas controlled by armed groups.(3, 22) The Government's efforts were further hindered by a lack of labor inspectorate capacity and inadequate financial and material resources, including transportation, office facilities and supplies, and computers. Child labor violations may be reported in person to the labor inspectorate in Bangui, but there is no mechanism to report child labor violations in other parts of the country.(79) Research indicates that violations were common in all sectors of the economy.(3, 65, 79, 82, 83, 88) The Ministry of Public Service, Labor, Social Security, and Employment works closely with the MOJ; Ministry of Social Affairs, Promotion of Gender, and Humanitarian Action (MSA); and UNICEF to provide assistance to victims of child labor.(79)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in CAR took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (3)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (3)
■ Refresher Courses Provided	Yes (42, 89)	Yes (4)
Number of Investigations	0† (90)	Unknown (79)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Violations Found	0† (90)	2,679 (7)
Number of Prosecutions Initiated	0† (90)	0 (30)
Number of Convictions	0† (90)	0 (30)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (22)	Yes (4)

† Data are from April 1, 2013 to March 31, 2014.

The first criminal trials since 2011 were held in Bangui in June and July 2015; however, none of these trials were related to the worst forms of child labor.(30, 79) Of the six juvenile courts in CAR, only the one located in Bangui functions. However, it lacks the staff and resources to conduct investigations.(14) The weak judicial system and absence of state authority outside of Bangui has led to a lack of trust in the system and the inability to access formal judicial processes.(5, 14) Criminal acts were widely resolved through traditional methods across the country, often to the exclusion of formal legal proceedings.(4) Research also indicates that although law enforcement officials received training on how to identify and investigate cases of human trafficking, government officials outside of the capital may lack the means and the capacity to enforce the law, including not having access to copies of relevant laws.(4, 30)

There are no formal referral mechanisms, and the Government did not identify any child trafficking victims during the reporting period. UNICEF and MINUSCA identified and separated at least 2,679 children from armed groups during the reporting period and NGOs identified and provided services to 104 victims of human trafficking, including shelter, psychosocial care, health services, and resettlement.(4, 7)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Council for the Protection of Children	Coordinate policies and strategies to protect children from sexual exploitation and child soldiering. Overseen by the Prime Minister's Office and comprised of government ministries, NGOs, and international organizations.(10, 30, 57, 91)
Interministerial Committee to Combat Human Trafficking*	Overseen by the Ministry of Public Security, investigates and combats human trafficking in CAR.(4)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

The National Council for the Protection of Children did not meet in 2015 for the third straight year. The Interministerial Committee to Combat Human Trafficking, which was created in March 2015, did not carry out any activities during the reporting period.(72, 79)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of CAR has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Bangui Forum Agreement†	Formal agreement signed by 10 armed groups and the Transitional Government on May 5, 2015, to end the recruitment and use of children in armed combat and facilitate the separation of children from their ranks.(3, 5, 7, 13, 24, 28, 44, 47, 64, 92, 93) Since the signing of the agreement, 1,446 child soldiers were released from armed groups and received psychosocial support and reintegration services from UNICEF, some as part of this agreement.(5, 7, 23, 30, 57, 62)
Child Disarmament, Demobilization, and Reintegration Policy†	MSA policy that aims to facilitate the disarmament, demobilization, and reintegration of child soldiers in CAR.(5)

Central African Republic

MODERATE ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
UNDAF (2012–2016)	Aims to continue peace-building efforts, strengthen the rule of law, and accelerate progress toward the Millennium Development Goals. Commits to improving reintegration activities for child ex-combatants, improving access to protective services for children, and increasing primary school attendance and access to quality education.(29, 94)
National Action Plan for Education for All (2003–2015)*	Aimed to improve enrollment and completion rates for primary school. Also called for the establishment of informal schools in rural areas to provide access to education for children, between the ages of 8 and 15, who have never attended school.(95, 96)
National Strategy for the Education Sector (2008–2020)*	Aims to improve access and retention in all levels of education by constructing 800 classrooms per year between 2008 and 2015, improving the quality and effectiveness of education, recruiting additional teachers, encouraging the establishment of private schools, and conducting awareness-raising campaigns that promote the importance of education.(97)
National Poverty Reduction Strategy II (2011–2015)*	Established a national framework for encouraging growth and reducing poverty. Focused on promoting security and peace, reviving the economy through regional integration, and developing human capital and social services.(95, 98)
2010 N'Djamena Declaration of the Regional Conference: Ending Recruitment and Use of Children by Armed Forces and Groups	Represents a commitment among the signatory countries, including CAR, to eliminate the use of child soldiers. All efforts to demobilize and reintegrate child soldiers have been taken under this declaration.(99)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the Government of CAR has adopted the Bangui Forum Agreement that seeks to address child soldiering, research found no evidence of a policy on other worst forms of child labor. In 2015, the MSA, in collaboration with an NGO, began drafting a National Action Plan to Combat Human Trafficking.(4, 72, 79) This replaces a previous action plan drafted in collaboration with UNICEF in 2007 that was not implemented due to a lack of resources.(30) A draft of a national policy addressing the elimination of child labor has yet to be adopted.(72, 88) Research was unable to determine whether the UNDAF, National Action Plan for Education for All, National Strategy for the Education Sector, or the National Poverty Reduction Strategy II were implemented during the reporting period.(79)

VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2015, the Government of CAR participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Regional Strategy to Combat Human Trafficking and Smuggling of Migrants (2015–2020)*	\$24.7 million UNODC-funded program implemented in conjunction with ECOWAS and the Economic Community of Central African States (ECCAS) that aims to improve the capacity of West and Central African countries to combat human trafficking and the smuggling of migrants in accordance with the Palermo Protocol.(100) Aims to improve regional coordination in terms of data collection, information sharing, criminal prosecution, and victim protection.(100)
Education Cluster	Funded by the UN Office for the Coordination of Humanitarian Affairs (UNOCHA) and led by UNICEF, develops and coordinates the implementation of an education program in collaboration with the Ministry of Education for schools that are able to reopen. Establishes Temporary Spaces for Learning and Child Protection (ETAPE) in internally displaced persons sites in Bangui to provide safe learning environments and child protection services.(68, 70)
Shelters for Unaccompanied Children	UNICEF-supported centers in Bangui that provide immediate care, food, and psychosocial support to unaccompanied children and former child soldiers.(56)
Education Program*	\$23.4 million European Union-funded program to strengthen educational services by rehabilitating and equipping more than 300 schools in 4 prefectures and the capital, Bangui. Provides training for teachers, support for parent-teacher associations, and care for children released from armed groups.(101)

* Program was launched during the reporting period.

Although the Government participates in a program that assists former child soldiers, the scope of this program is insufficient to fully address the extent of the problem.(5, 14, 102) Additionally, the Government was unable to provide direct reintegration

programs to former child soldiers due to a lack of resources, which left victims vulnerable to exploitation or re-recruitment by armed groups.(4, 5) Research found no evidence that the Government has programs to assist children engaged in other worst forms of child labor, largely due to a lack of governmental capacity and funding.(3, 22)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in CAR (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on Armed Conflict.	2013 – 2015
	Make the Government's legislation for a minimum age for voluntary military service publicly available.	2015
	Create a comprehensive list of hazardous occupations and/or activities prohibited for children in consultation with employers' and workers' organizations.	2013 – 2015
	Establish criminal prohibitions for the possession and distribution of child pornography, and for benefiting from the proceeds of the sexual exploitation of children.	2009 – 2015
Enforcement	Ensure that enforcement agencies have sufficient resources and allocated funding to enable government officials to enforce laws related to child labor throughout the country.	2009 – 2015
	Make data publicly available on the labor inspectorate's funding level, the number and type of investigations conducted, violations found, penalties imposed, prosecutions initiated, and convictions made.	2014 – 2015
	Significantly increase the number of labor inspectors responsible for enforcing laws related to child labor in accordance with the ILO's standards.	2009 – 2015
Coordination	Ensure that existing coordination mechanisms function as intended and aim to combat all forms of child labor, including its worst forms.	2011 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into education and poverty reduction policies.	2009 – 2015
	Adopt a policy that addresses all relevant worst forms of child labor and ensure adequate funding to fully implement action plans and policies.	2014 – 2015
	Implement established policies related to child labor, including its worst forms.	2013 – 2015
Social Programs	Improve access to education by eliminating school-related fees; ensure that there are an adequate number of teachers and classrooms throughout the country; ensure that children can safely access education; and ensure that schools are safe spaces, free from armed groups.	2009 – 2015
	Ensure that all children have access to birth registration.	2013 – 2015
	Expand programs to assist former child combatants and children associated with armed groups.	2009 – 2015
	Implement programs to address the worst forms of child labor.	2009 – 2015

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Central African Republic

MODERATE ADVANCEMENT

- a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades. For more information, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
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Central African Republic

MODERATE ADVANCEMENT

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In 2015, Chad made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government drafted a National Action Plan on Human Trafficking and created a Working Group on the Worst Forms of Child Labor. The Government also adopted a law on cybercrime that makes the production, distribution, and possession of child pornography a crime. However, children in Chad are engaged in child labor, including in domestic work, and in the worst forms of child labor, including forced labor in cattle herding and domestic work. The legal framework does not contain criminal penalties for forced child labor, child trafficking, or the use of children in illicit activities. Additionally, the labor inspectorate lacks an adequate number of inspectors and resources to effectively enforce child labor laws throughout the country.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Chad are engaged in child labor, including in domestic work. Children are also engaged in the worst forms of child labor, including forced labor in cattle herding and domestic work. (1-6) Table 1 provides key indicators on children's work and education in Chad.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	29.6 (1,073,282)
Attending School (%)	5-14 yrs.	47.7
Combining Work and School (%)	7-14 yrs.	18.4
Primary Completion Rate (%)		38.1

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivating* and harvesting* crops, including rice* and corn* (1)
	Collecting* and chopping* wood* (5, 6)
	Herding cattle (1, 9)
	Fishing,* including catching,* smoking,* and selling* fish (1)
Industry	Building walls* (6)
	Gold mining* (1)
	Working in auto repair shops* (1)
	Making bricks* (6, 10)
Services	Domestic work (1-3, 5, 6)
	Street work, including vending* and carrying heavy loads* (1, 6, 9)
	Begging* (1, 2)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (3-6)
	Forced labor in domestic work, fishing,* herding cattle, begging, street vending,* and agriculture,* each sometimes as a result of human trafficking (2-5, 11, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Chad

MODERATE ADVANCEMENT

Child trafficking occurs primarily within Chad, although children are occasionally trafficked to neighboring countries for forced labor in domestic work and commercial sexual exploitation.(3, 4, 11, 12) *Boko Haram* members sometimes kidnap children from Chad for use in armed conflict in Nigeria.(13) Domestically, boys known as *mahadjirine* are sent to Koranic schools to receive an education; some of them are forced to beg and to surrender the money they receive to their teachers.(2-4, 9, 11, 14)




The Constitution and the Law Orienting the Education System mandate free and compulsory education in Chad.(15, 16) However, there is a lack of schools throughout the country, and parents are often required to pay for part of teachers' salaries, textbooks, and other school-related fees, which may prevent some children from attending school.(14) Additionally, *Boko Haram's* attacks on villages around the Lake Chad region have forced an estimated 1,100 to 2,000 schools to close in Chad, Cameroon, Niger, and Nigeria, and have displaced up to an estimated 1.4 million children.(1, 17-21)

During the reporting period, Chad hosted an estimated 526,140 foreign refugees—including separated and unaccompanied children displaced by instability in neighboring Nigeria, the Central African Republic, and South Sudan.(1, 11, 14, 22-28) In addition, decreased revenue from falling oil prices and increased costs associated with combating *Boko Haram* has affected the Government's ability to address the worst forms of child labor.(11)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Chad has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 52 of the Labor Code; Article 1 of the Decree Relating to Child Labor (29, 30)
Minimum Age for Hazardous Work	Yes	18	Articles 6 and 7 of the Decree Relating to Child Labor (29)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Article 6 of the Decree Relating to Child Labor (29)
Prohibition of Forced Labor	Yes		Article 20 of the Constitution; Article 5 of the Labor Code (16, 30)
Prohibition of Child Trafficking	Yes		Articles 289 and 290 of the Penal Code (31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 279–282 of the Penal Code; Articles 81–85 of the Law on Cyber Security and Fight Against Cyber Criminality (1, 31)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	20	Article 32 of the Law on the Organization of the Armed Forces (32)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Article 32 of the Law on the Organization of the Armed Forces; Article 52 of Military Statute N° 006/PR/06 (32, 33)
Compulsory Education Age	Yes	16‡	Articles 21, 23, 25, and 28 of the Law Orienting the Education System; Article 35 of the Constitution (15, 16)
Free Public Education	Yes		Article 9 of the Law Orienting the Education System; Article 35 of the Constitution (15, 16)

‡ Age calculated based on available information (15)

In February 2015, the Government adopted the Law on Cyber Security and Fight Against Cyber Criminality that criminally prohibits the production, distribution, and possession of child pornography.(1, 34) Several additional laws are awaiting approval by the National Assembly, including the Child Protection Code and an amendment to the Penal Code. Both laws contain provisions criminalizing child trafficking.(2, 4, 11, 25, 35-38) During the reporting period, the Ministry of Justice and Human Rights (MOJHR) also worked with UNODC to draft specific legislation on trafficking in persons, which is pending adoption; this legislation will supplement the Child Protection Code and amendments to the Penal Code.(4, 11, 39, 40) Existing laws related to forced labor do not criminally prohibit debt bondage, slavery, or the forced labor of children.(16, 30, 31) In addition, laws related to child trafficking are insufficient, as they do not criminally prohibit domestic or international child trafficking, child trafficking for the purposes of commercial sexual exploitation or forced labor. The draft legislation prohibiting human trafficking addresses these concerns, including for child trafficking victims.(41) In the past, the Government of Chad has used Articles 289 and 290 of the Penal Code, which prohibit kidnapping, to prosecute cases of child trafficking.(10, 11, 31)

The Government drafted a revision to the Labor Code in 2013 to extend protection to children working in the informal sector and to update its hazardous worklist, which had not been reviewed since 1969. However, this draft has not been formally adopted.(1, 11, 42) The Decree Relating to Child Labor prohibits certain hazardous activities for children under age 18 and some other activities for children under age 16.(29, 38) This means that children ages 16 and 17 can work legally in hazardous tasks, such as working with hand- or foot-powered machinery, operating machinery with sharp blades, and working on scaffolding in construction sites.(29)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Public Service, Labor, and Employment (MOL)	Implement and enforce child labor laws.(10, 14) Includes a directorate and specific point of contact to assist in coordinating child protection and human trafficking issues.(11)
Ministry of Women, Childhood Protection, and National Solidarity (MWCPNS)	Work to prevent child abuse and endangerment, and train government personnel on the rights of women and children, including victims of human trafficking.(1, 11, 12) Provide protection, assistance, and interim accommodations for children removed from dangerous situations, including child soldiers removed from the military, child trafficking victims, and children removed from exploitative child labor. (1, 11, 14) Through its Child Protection Directorate, act as the Government's focal point for issues related to human trafficking and liaise with Child Protection Directorates in other ministries.(11)
Ministry of Justice and Human Rights (MOJHR)	Draft and enforce laws, including child labor laws and laws on human trafficking.(11) Through its Directorate General of Human Rights, coordinate efforts by local and international NGOs to protect human rights. Chair the Inter-Ministerial Committee on Trafficking in Persons (ICTIP).(10, 14)
National Police's Child Protection Brigade	Enforce criminal laws against child labor, including its worst forms, and investigate cases of child labor, including those involving human trafficking.(1, 10, 39) Located throughout the country.(11, 43)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Defense's Child Protection Committees	From its locations in N'Djamena and in each of the eight defense and security zones, coordinate the MWCPNS' protection of children's rights and implements awareness-raising activities.(44) Comprising representatives from 10 government agencies, the National Army, the Gendarmerie, the National Nomadic Guard, and civil society organizations.(11, 39) Prevent abuse and exploitation of children, including child labor, child trafficking, use of children in armed conflict, and forced labor through policy and advocacy.(1, 11, 39)

In 2015, the Government addressed the need for a specific program focusing on children's rights and child protection issues by realigning the Ministry of Women, Social Action, and National Solidarity to become the Ministry of Women, Childhood Protection, and National Solidarity (MWCPNS). The change became official in February 2016.(1, 39) The MWCPNS's Child Protection Committees, which function at the regional level to address child labor, worked effectively with NGOs to identify some victims of exploitation and provide support during the reporting period. However, they lacked adequate support from MWCPNS, as well as financial resources.(4, 11, 45) The Government and UNICEF also inaugurated new headquarters for the Child Protection Brigade.(1, 11)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Chad took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (10)	Unknown* (1)
Number of Labor Inspectors	20 (10, 43)	20 (1)
Inspectorate Authorized to Assess Penalties	No (30)	No (30)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	No (10)	No (1)
■ Refresher Courses Provided	No (10)	Yes (1)
Number of Labor Inspections	Unknown* (10)	Unknown* (1)
■ Number Conducted at Worksite	Unknown (10)	0 (1)
■ Number Conducted by Desk Reviews	Unknown (10)	Unknown* (1)
Number of Child Labor Violations Found	1 (10)	Unknown (1)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (10)	Unknown (1)
■ Number of Penalties Imposed That Were Collected	Unknown (10)	Unknown (1)
Routine Inspections Conducted	No (10)	No (1)
■ Routine Inspections Targeted	N/A (10)	N/A (1)
Unannounced Inspections Permitted	Yes (30)	Yes (30)
Unannounced Inspections Conducted	No (30, 43)	No (39)
Complaint Mechanism Exists	Unknown (10)	Yes (39)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (10)	Yes (1)

*The Government does not make this information publicly available.

According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, Chad should employ roughly 127 labor inspectors to enforce labor laws adequately throughout the country.(46-48) The Government also acknowledges that inspectors lack resources, including transportation, and primarily respond to complaints.(1, 11, 14, 49) Research indicates that the informal sector, in which the majority of children work, is largely unmonitored.(2) In addition, the Government also reports that labor inspectors spend the majority of their time reconciling disputes rather than enforcing labor laws.(49) Individuals may file complaints with the local police, which refers cases of child labor violations to the Ministry of Justice, which in turn

collaborates with the MOL as necessary.(39) The Child Protection Brigade responds to reports of child labor and refers cases to the MOL. Victims are referred to MWCPNS for temporary shelter, legal assistance, and social reintegration, which NGOs sometimes facilitate.(1)

During the reporting period, MWCPNS worked with UNICEF to provide training to law enforcement and judges on children's rights, including child labor, and held a workshop with social workers, police, judiciary officials, and labor inspectors to develop standards for protecting children in conflict with the law, as required by its National Action Plan.(1, 11)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Chad took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (10)	Yes (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (10)	Unknown (1)
■ Refresher Courses Provided	Yes (10, 50, 51)	Yes (1)
Number of Investigations	Unknown (10)	5 (4)
Number of Violations Found	Unknown (10)	9 (1, 11, 39)
Number of Prosecutions Initiated	Unknown (10)	2 (1, 11, 39)
Number of Convictions	3 (12)	3 (1, 11)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (10)	Yes (1, 11)

In 2015, the National Police's Child Protection Brigade employed 50 labor investigators, which was insufficient to enforce criminal labor laws. The Government, UNICEF, and a local NGO have also acknowledged this.(1, 10) In addition, research indicates investigators had inadequate resources, which hindered their ability to respond to complaints of child labor violations.(10, 50) All newly hired law enforcement officials—including police, military, judiciary officials, and social workers—receive a mandatory course on child protection as part of their training.(1, 4, 11, 14, 39) The Ministry of Defense integrated modules on child soldiers and the protection of children's rights into its training curriculum for all military personnel, and provided anti-trafficking training to its troops before deploying them on peacekeeping missions.(4, 11, 25, 39) During the reporting period, the Child Protection Brigade received training from UNICEF on investigating and responding to cases of child exploitation.(11) Local authorities, the local police commissioner, civil society members, and children's rights observers attended a 3-day, workshop funded by foreign entities, which provided training on how to detect, report, and respond to suspected cases of child exploitation, including child trafficking and child labor.(52)

Police officials report cases of exploitative child labor to MOJHR for prosecution.(1, 11) Civil society organizations typically assist with providing temporary shelter, legal assistance, and family reintegration; they also track prosecutions and convictions.(1, 11) However, prosecuting cases of child labor is difficult because of an underdeveloped judicial system, inadequate penalties that do not deter future offenses, and under-enforcement of existing penalties.(4, 11, 14) During the reporting period, allegations arose that a police commissioner in Kélo was complicit in a child trafficking network; the investigation remains ongoing.(4, 11) Despite these barriers, at least six children were removed from situations of exploitative child labor during the reporting period and reunited with their families. During the reporting period, the Government sentenced two human traffickers and their driver each to 5 years in prison for trafficking seven children.(39) A man arrested in southern Chad paid restitution of \$167 for forcing a 13-year-old boy to herd cattle; his case remains under investigation.(1, 11)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Working Group on the Worst Forms of Child Labor*	Chaired by the MWCPNS, includes the MOL; MOJHR; Ministries of Education; Health; and Interior and Public Security.(1) Addresses child-related issues through four working groups: (1) Female Genital Mutilation and Child Marriage; (2) Birth Registration; (3) Orphans and At-risk Children; and (4) Children and Justice.(11) Coordinates government efforts on child trafficking, including by providing training, conducting awareness-raising activities, and strengthening the network of government organizations that address human trafficking.(11, 53)
Inter-Ministerial Committee on Trafficking in Persons (ICTIP)	Coordinate government efforts to combat exploitative child labor, including its worst forms, and propose revision of national legislation to conform to international standards.(1, 11, 54, 55) Led by the Directorate General of Human Rights from MOJHR and includes representatives from the Presidency; the Prime Minister's Office; the National Assembly; MWCPNS; the Ministry of Interior; and the Ministries of Foreign Affairs; Territorial Administration; and Economy, Planning, and Cooperation. Also includes international NGOs and civil society.(11) ICTIP structure is based on UN recommendations and modeled after the existing Inter-Ministerial Committee on Child Soldiers.(56)
Inter-Ministerial Committee on Child Soldiers	Coordinate government efforts to eliminate the use of children in armed conflict and address exploitative child labor.(11, 53) Located in each of the eight military regions, comprise representatives from MWCPNS; MOJHR; the Ministries of Health and Education; the Army; the Gendarmerie; and civil society organizations.(43, 57) Conduct awareness-raising activities and trainings in the military.(10, 58, 59)
MWCPNS's Regional Child Protection Committees	Coordinate regional government efforts to address the worst forms of child labor.(57) Includes representatives from the Ministry of Education; MOJHR; MWCPNS; and the police.(10)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

In 2015, the ICTIP met five times and drafted a National Action Plan on Human Trafficking.(4, 11, 39) The Working Group on the Worst Forms of Child Labor developed and launched a series of training modules for the protection of at-risk populations, including women and children.(1, 11) However, the Government noted that a lack of technical and financial resources has hampered its ability to improve its coordination and response to child labor.(1) Additionally, the MWCPNS reports that the activities and effectiveness of Regional Child Protection Committees were limited by budget constraints during the reporting period.(1)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Chad has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
2013 Child Soldiers Action Plan	In partnership with the UN, aims to permanently eliminate the use of child soldiers.(35, 59-62) Integrates training modules on child soldiers for all military personnel and includes monitoring and age verification in all military training centers by officials from MOJHR; MWCPNS; and the Ministry of Defense.(4, 11) In February 2015, convened a meeting with local authorities to disseminate the 2014 Presidential Ordinance criminalizing the recruitment and use of children in armed conflict.(4, 63)
N'Djamena 2010 Declaration of Regional Conference: Ending Recruitment and Use of Children by Armed Forces and Groups; Contributing to Peace, Justice, and Development	Represents a commitment among six signatory countries, including Chad, to eliminate the use of child soldiers in their territories.(35, 64) Forms the basis for the 2013 Child Soldiers Action Plan and accompanying UNICEF Roadmap.(43)
National Action Plan on Human Trafficking†	MOJHR plan led by the ICTIP that aims to promote human rights and address human trafficking.(4, 11, 65) Planned activities include submitting an anti-trafficking law to Parliament for adoption, training judges and law enforcement on human trafficking issues, and organizing awareness-raising workshops.(11, 65)
MWCPNS's National Action Plan†	Aims to establish standards for law enforcement and NGOs on identifying and assisting victims of child trafficking, and implement a mandatory training course on child protection.(11)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Child Protection Policy (2013–2015)	MWCPNS and UNICEF policy that aims to improve the Government's ability to protect women and children in accordance with the Child Protection Code and the 2014 Presidential Ordinance criminalizing the recruitment and use of children in armed conflict.(12) Provides training on child labor and child trafficking issues for the police, gendarmes, the military, social workers, and the judiciary. Has established points of contact in 22 out of 28 police stations that are responsible for collecting data on child trafficking.(12)
UNDAF (2012–2015)	Aims to alleviate extreme poverty, improve food security, and increase human capital, particularly for youth and women. Intends to enhance child protection measures by increasing access to birth registration and eliminating the worst forms of child labor.(66)
National Development Plan (2013–2015)*	Places emphasis on education, economic growth, poverty reduction, food security, developing human capital, and creating additional youth employment opportunities.(35, 67, 68)
Education Initiative (2000–2015)*	Aims to increase equal access to schooling, and improve the quality of teaching and school infrastructure, with an emphasis on female students and other marginalized groups.(69, 70)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the Government of Chad has adopted policies on child trafficking and child soldiers, research found no evidence of a policy on other worst forms of child labor, such as commercial sexual exploitation, forced labor in domestic work, and herding cattle.(14)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Chad funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Transition Centers†	Run by the Ministry of Defense, provides family reunification and reintegration assistance to former child soldiers. MWCPNS, in collaboration with UNICEF, assists in demobilizing and reinserting child soldiers.(35, 54)
Reception Centers†	Run by MWCPNS and UNICEF, centers located throughout the country provide temporary assistance to victims of child trafficking, including food, education, medical and psychological care, and reintegration services.(4, 11) The Prime Minister's Office maintains a National Solidarity Fund that funds temporary shelter or reunification assistance for victims.(11) Child Protection Directorates at various ministries work together to provide support and reintegration services to victims of exploitation.(11)
Decent Work Country Program (2013–2015)	Aims to improve work conditions in Chad through the promotion of employment opportunities and strengthening social protection. Emphasizes quality universal primary education and nonagricultural job opportunities.(71)
Awareness-Raising Activities†	Government program that conducts outreach campaigns to raise awareness of and prevent child trafficking, the use of children in armed conflict, and the exploitation of children as herders.(4, 14, 35)
Income-Generating Activities†	Government program that provides grants to women's groups as part of MWCPNS's strategy to empower women and children in the fight against child trafficking and gender-based violence.(57)
Birth Registration Campaign	UN-funded program as part of the National Birth Registry Code that conducts birth registrations and deploys mobile registration units. Includes the development of a 2-year strategy for capacity building in civil registration.(54, 58, 59) In 2015, the Government, in collaboration with the Chadian Association for the Promotion of Fundamental Freedoms and UNICEF, launched awareness campaigns in 12 municipalities to promote birth registration.(12) Granted government-issued birth certificates to Sudanese and CAR refugees living in Chad.(14)
Projects in Support of the National Development Plan (NDP)†	Includes the Intermediate Strategy for Education and Literacy (SIPEA); Project in Support of Reform of the Education Sector in Chad (PARSET); and Project in Support of the Sectoral Policy for Education in Chad (PAPST). In 2014, the African Development Bank-funded Project to Support the Education Sector (PASE) was consolidated into the NDP. Supports educational and institutional reform to achieve universal quality primary education by 2015 by providing ongoing training for teachers, strengthening public administration capacities, building 1,500 classrooms per year until 2015, and purchasing textbooks and manuals for students.(35, 69)
UNICEF Country Program	In support of the UNDAF, aims to increase primary school enrollment, support training of community teachers, and increase the percentage of children with a birth certificate. Intends to institutionalize programs for children associated with armed groups and prevent sexual and gender-based violence.(72) Implemented and published an evaluation of the existing child protection system in Chad in 2015.(1, 11) Establishes child-friendly spaces and schools in refugee camps.(26)

† Program is funded by the Government of Chad.

The status of the progress of the Projects in Support of the National Development Plan is unknown at this time.(39) Research also indicates that the Government lacks the capacity to provide adequate care and reintegration support for demobilized child soldiers.(25) Although Chad has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem adequately, particularly forced child labor in herding, begging, and domestic work.(9)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Chad (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure laws specifically prohibit children from being used, offered, or procured for illicit activities.	2011 – 2015
	Establish criminal prohibitions for debt bondage, slavery, and forced labor of children.	2015
	Ensure laws criminally prohibit child trafficking, both domestic and international, and trafficking for the purposes of commercial sexual exploitation and forced labor.	2009 – 2015
	Ensure all children under age 18 are prohibited from engaging in hazardous occupations or activities.	2014 – 2015
Enforcement	Make statistics regarding the enforcement of child labor laws publicly available, including the amount of funding received by the labor inspectorate, the number and type of inspections conducted, the violations found, and the penalties issued.	2009 – 2015
	Significantly increase the number of labor inspectors in accordance with the ILO recommendation and ensure inspectors receive the necessary resources to enforce labor laws throughout the country.	2012 – 2015
	Strengthen the labor inspectorate by authorizing inspectors to assess penalties and conduct inspections that are routine, at the worksite, and in the informal sector.	2014 – 2015
	Institutionalize training for labor inspectors and provide training on new laws related to child labor.	2014 – 2015
	Ensure penalties are severe enough to deter offenders and are enforced according to the law.	2015
Coordination	Ensure coordinating committees receive adequate resources to carry out their mandates to coordinate and respond to child labor issues.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2015
	Adopt a policy to combat all worst forms of child labor in Chad, including commercial sexual exploitation, forced labor in domestic work, and herding cattle.	2009 – 2015
Social Programs	Ensure access to education for all children by eliminating school-related fees and improving access to schools throughout the country.	2014 – 2015
	Establish and expand programs providing services to children engaged in the worst forms of child labor, such as use of forced labor in herding, begging, and domestic work. Ensure adequate care and support for demobilized child soldiers.	2009 – 2015

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- nature of the worst forms. As a result, statistics on children's work in general are reported in this chart, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children and other indicators used in this report, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
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 46. CIA. *The World Factbook*, [online] [cited January 19, 2016]; <https://www.cia.gov/library/publications/the-world-factbook/fields/2095.html#131>. Data provided is the most recent estimate of the country's total labor force. This number is used to calculate a "sufficient number" of labor inspectors based on the country's level of development as determined by the UN.
 47. UN. "World Economic Situation and Prospects 2012 Statistical Annex." (2012); http://www.un.org/en/development/desa/policy/wesp/wesp_current/2012country_class.pdf. For analytical purposes, the Development Policy and Analysis Division (DPAD) of the Department of Economic and Social Affairs of the United Nations Secretariat (UN/DESA) classifies all countries of the world into one of three broad categories: developed economies, economies in transition, and developing countries. The composition of these groupings is intended to reflect basic economic country conditions. Several countries (in particular the economies in transition) have characteristics that could place them in more than one category; however, for purposes of analysis, the groupings have been made mutually exclusive. The list of the least developed countries is decided upon by the United Nations Economic and Social Council and, ultimately, by the General Assembly, on the basis of recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met with regard to per capita GNI, a human assets index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, "developed economies" equate to the ILO's classification of "industrial market economies; "economies in transition" to "transition economies," "developing countries" to "industrializing economies, and "the least developed countries" equates to "less developed countries." For countries

that appear on both “developing countries” and “least developed countries” lists, they will be considered “least developed countries” for the purpose of calculating a “sufficient number” of labor inspectors.

48. ILO. *Strategies and Practice for Labour Inspection*. Geneva, Committee on Employment and Social Policy; November 2006. <http://www.ilo.org/public/english/standards/relm/gb/docs/gb297/pdf/esp-3.pdf>. Article 10 of ILO Convention No. 81 calls for a “sufficient number” of inspectors to do the work required. As each country assigns different priorities of enforcement to its inspectors, there is no official definition for a “sufficient” number of inspectors. Amongst the factors that need to be taken into account are the number and size of establishments and the total size of the workforce. No single measure is sufficient but in many countries the available data sources are weak. The number of inspectors per worker is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.
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62. La Rose, T. “Chad Signs An Action Plan To End Recruitment And Use Of Children In Its National Army And Security Forces.” UN Office of the Special Representative of the Secretary General for Children and Armed Conflict, June 16, 2011. <https://childrenandarmedconflict.un.org/press-release/16jun11/>.
63. Government of Chad. *Ordonnance N° 001/PR/2014 Portant Interdiction et Répression de l'Enrôlement et de l'utilisation des enfants dans les conflits armés*, enacted January 27, 2014. [source on file].
64. Government of Cameroon, Government of Central African Republic, Government of Chad, Government of Nigeria, Government of Niger, and Government of Sudan. “Ending Recruitment and Use of Children by Armed Forces and Groups; Contributing to Peace, Justice and Development,” in N'djamena; June 7-9, 2010;
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70. ILO Committee of Experts. *Individual Direct Request concerning Worst Forms of Child Labor Convention, 1999 (No. 182) Chad (ratification: 2000) Published: 2011*; accessed January 14, 2013; <http://www.ilo.org/ilolex/english/iloquery.htm>.
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72. Government of Chad. *Chad Country Program Document 2012 - 2016*. Geneva, UNICEF September 15, 2011. http://www.unicef.org/about/execboard/files/Chad_final_approved_2012-2016_20_Oct_2011.pdf.

In 2015, Chile made a significant advancement in efforts to eliminate the worst forms of child labor. The Government established the National Strategy to Eradicate Child Labor and Protection of Adolescent Workers (2015–2025). Two bills were drafted and submitted to Congress; the first requires adherence to the rights enumerated in the Convention of the Rights of the Child, while the second creates an Undersecretary for Children to evaluate policies relating to children and address gaps. Chile also continued to implement several programs targeting the worst forms of child labor. However, children in Chile are engaged in child labor, including in construction, and in the worst forms of child labor, including in the production and distribution of drugs sometimes as a result of human trafficking. Information regarding the number of potential criminal violations found and prosecutions initiated related to the worst forms of child labor is not publicly available.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Chile are engaged in child labor, including in construction. Children are also engaged in the worst forms of child labor, including in the production and distribution of drugs sometimes as a result of human trafficking.⁽¹⁻¹²⁾ The results of the 2012 National Survey on Activities of Children and Adolescents (*Encuesta de Actividades de Niños, Niñas y Adolescentes*) indicate that 70.6 percent of working children ages 5 to 17 are engaged in work classified as hazardous.^(9, 11) Table 1 provides key indicators on children's work and education in Chile.

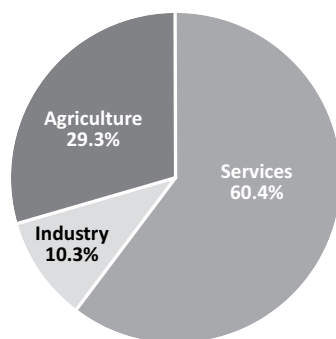
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.8 (94,025)
Attending School (%)	5-14 yrs.	99.5
Combining Work and School (%)	7-14 yrs.	4.5
Primary Completion Rate (%)		96.6

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.⁽¹³⁾

Source for all other data: Understanding Children's Work Project's analysis of statistics from *Encuesta de Actividades de Niños, Niñas y Adolescentes* Survey, 2012.⁽¹⁴⁾

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting and selling crops, including wheat,* raising animals,* and working on agricultural loading docks* (5, 11, 12)
	Livestock rearing* (10, 11)
	Forestry,*† activities unknown (10, 11)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Agriculture	Hunting,* activities unknown (10, 11)
	Fishing,*† activities unknown (10, 11)
Industry	Construction, activities unknown (5, 9-12)
	Production of ceramics* and books* (5, 12)
	Repairing shoes* and garments* (5, 12)
	Domestic work (1, 5, 9, 11)
	Working in retail, hospitality, and restaurants (5, 10, 12, 15)
	Street work, including street vending and washing cars* (5, 9, 10, 12, 16)
Categorical Worst Forms of Child Labor‡	Used in illicit activities, including in the production and distribution of drugs sometimes as a result of human trafficking (1-8)
	Forced labor in agriculture,* mining,* construction,* street vending,* domestic work,* and garment and hospitality sectors* (1, 4-6, 12)
	Commercial sexual exploitation sometimes as a result of human trafficking (4, 5, 7-9, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.



‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Chilean children and girls from other Latin American countries are subjected to human trafficking in Chile for commercial sexual exploitation and domestic work.(1, 4, 17) Children are used to produce, sell, and transport drugs in the border area with Peru and Bolivia.(5) Limited evidence suggests that children from Bolivia, Colombia, Ecuador, Paraguay, and Peru are found in forced labor in the agriculture, mining, domestic work, and hospitality sectors.(1, 4, 18) The Government of Chile has indicated that indigenous children and adolescents from Otavalo, Ecuador, are vulnerable to human trafficking for labor exploitation in Chile.(3) Data from the Government of Chile's National Minors' Service (SENAME) indicate that the highest incidence of children living and working on the streets occurs in the Santiago region of Chile.(19-21) However, no information is available on the types of activities children performed while working on the streets.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Chile has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2015, Chile ratified ILO Convention 189 Concerning Decent Work for Domestic Workers.(22)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 13 of the Labor Code (23)
Minimum Age for Hazardous Work	Yes	18	Articles 13, 14, and 18 of the Labor Code (23, 24)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 18 of the Labor Code; Articles 1–11 of Law No. 50; Article 1 of Law No. 20.539 (23-25)
Prohibition of Forced Labor	Yes		Article 19 of the Constitution; Article 411 of the Penal Code (26-28)
Prohibition of Child Trafficking	Yes		Article 411 of the Penal Code (27, 28)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 367 and 411 of the Penal Code; Law No. 20.594; Law No. 20.526 (27-30)
Prohibition of Using Children in Illicit Activities	Yes		Paragraph 1, Article 5 and Paragraph 2, Article 19 of Law No. 20.000; Law No. 20.084 (31, 32)
Minimum Age for Compulsory Military Recruitment	Yes	18	Chapter 1, Article 13 of the Armed Forces' Recruitment and Mobilization Law No. 2.306 (33)
Minimum Age for Voluntary Military Service	Yes*	17	Chapter 1, Article 13 of the Armed Forces' Recruitment and Mobilization Law No. 2.306 (33)
Compulsory Education Age	Yes	18‡	Articles 4, 25, and 27 of the General Education Law No. 20.370 (34)
Free Public Education	Yes		Article 4 of the General Education Law No. 20.370 (34)

* No conscription (33)

‡ Age calculated based on available information (34)

Education is compulsory in Chile through secondary school, with a projected progression of 6 years of study in primary school, beginning at age 6, and 6 years of study in secondary school.(34)

In 2015, Chile submitted two bills for congressional approval. The first establishes the rights enumerated in the Convention on the Rights of the Child, which Chile ratified in 1990.(15, 35) The second bill creates an undersecretary for children to evaluate current policies regarding the child and address gaps.(15)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Prevision (MINTRAB)	Enforce child labor laws and generate public awareness of child labor and commercial sexual exploitation.(9, 36)
National Minors' Service (SENAME)	Coordinate the provision of services to vulnerable children in collaboration with Rights Protection Offices.(37, 38)
National Investigations Police (PDI)	Prevent the worst forms of child labor by conducting community outreach activities, including trainings and informational talks, through the PDI Department of Community Action and Support.(39)
National Prosecutor's Office	Investigate and prosecute crimes, including those involving commercial sexual exploitation and trafficking of children. Train and coordinate with interagency partners, including the PDI, and regional and local prosecutor's offices.(40, 41)
Rights Protection Offices	Refer cases of children whose rights have been violated to appropriate social services, and monitor and raise awareness of the worst forms of child labor. Located in municipalities throughout the country and part of a social protection network overseen by SENAME.(10)

Chile

SIGNIFICANT ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in Chile took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	\$30,464,007 (15)
Number of Labor Inspectors	503 (2)	550 (15)
Inspectorate Authorized to Assess Penalties	Unknown	Yes (15)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	Yes (17)
Number of Labor Inspections	115,272 (2)	124,565 (15)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	105 (2)	526 (15)
Number of Child Labor Violations for Which Penalties Were Imposed	604 (2)	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Yes (15)
■ Routine Inspections Targeted	Unknown	No (15)
Unannounced Inspections Permitted	Unknown	Yes (15)
Unannounced Inspections Conducted	Unknown	Yes (15)
Complaint Mechanism Exists	Yes (2)	Yes (15)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (15)

According to the ILO's recommendation of 1 inspector for every 15,000 workers in developing economies, Chile should employ roughly 579 inspectors to adequately enforce labor laws throughout the country.(42-44) During the reporting period, 285 children were removed from worksites as a result of labor inspections, including for failure to register an employment contract, failure to comply with education requirements, and failure to obtain a parent's or guardian's authorization.(15) SENAME updated its Worst Forms Registry in 2015 to be compatible with their existing case management system, SENAINFO. Due to this update, 2014 and 2015 statistics are not comparable.(17) Labor inspectors did not receive child labor-specific training during the reporting period; however, 150 labor inspectors received training on best practices for labor inspections involving foreign workers and human trafficking.(15, 17)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Chile took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes	Yes (15)
Number of Investigations	192 (2)	91 (15)
Number of Violations Found	291 (2)	Unknown
Number of Prosecutions Initiated	115 (4)	Unknown
Number of Convictions	25 (2)	30 (15)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (15)

In 2015, the Inter-Agency Task Force on Trafficking in Persons implemented continuous training on trafficking in persons for investigators. The training occurred throughout the country, often in coordination with regional task forces on trafficking in persons, as well as online and at international locations.(17) During the reporting period, SENAME identified 447 cases

of commercial sexual exploitation of children and 260 cases of children used in illicit activities, including the production and trafficking of narcotics.(15, 17)

Juvenile Justice, the Ministry of Education, and the Ministry of the Interior.(4)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Advisory Committee to Eradicate Child Labor	Direct the Social Observatory to Eradicate Child Labor, which formulated the National Action Plan to Combat Child Labor.(10, 45) Led by MINTRAB and includes the following members: the Ministry of Agriculture, the Ministry of Education, the Ministry of Justice, the National Statistics Institute, the National Tourism Service, SENAME, as well as the PDI and the National Uniformed Police.(45)
Worst Forms of Child Labor Task Force	Evaluate and promote programs that prevent and protect children from the worst forms of child labor.(37, 46) Oversee the Worst Forms of Child Labor Registry, which tracks incidents of the worst forms of child labor and provides information on programs designed to assist child workers.(18, 47) Includes implementing a multisectoral protocol for the identification, registration, and care of victims of the worst forms of child labor.(31) Evaluate and promote programs that protect children from and prevent the worst forms of child labor. Receives financial and technical assistance from the ILO.(37, 46)
National Council for Children	Integrate efforts across government agencies to uphold the rights of the child through the implementation of policies; strategic plans; and programs at national, regional, and local levels.(15) Managed by the Ministry General Secretariat of the Presidency.(15)
Interagency Task Force on Trafficking in Persons	Coordinate the Government's anti-human trafficking efforts. Led by the Ministry of the Interior, members include law enforcement agencies, the Ministry of Foreign Relations, the Ministry of Justice, the National Prosecutor's Office, and SENAME, among others.(48) In 2015, established the National Action Plan, which outlines a strategy for the Government's anti-human trafficking interventions through 2018.(17)
National Observatory of Commercial Sexual Exploitation	Conduct and publish research on the commercial sexual exploitation of children, in collaboration with the Government and civil society; led by SENAME.(9) In 2015, the Observatory met eight times.(15)
Social Observatory to Eradicate Child Labor*	Established by Decree No. 131 to coordinate the study of child and adolescent labor issues among working groups, foundations, educational study centers, and institutions. Conduct technical studies on child and adolescent labor issues and evaluate current child labor elimination policies.(2, 49) Disaggregate child labor survey data from the 2012 National Survey on Activities of Children and Adolescents.(49)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Chile has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy for the Eradication of Child Labor and Protection of Adolescent Workers (2015–2025)†	Establishes a strategy to eradicate child labor by (1) combining efforts across national and regional agencies, as well as private and public entities, and (2) requiring regions to establish a strategy adapted to issues particular to the area to effectively eradicate child labor.(50) The National Observatory of Commercial Sexual Exploitation monitors the implementation and effectiveness of the plan by evaluating regional activities on an annual basis and the impact of the operating plan biannually. An assessment of the National Strategy's progression toward its goal to eradicate child labor will be conducted every 4 years.(50)
Anti-Trafficking National Action Plan (2015–2018)†	Implements actions to prevent and combat trafficking in persons, with a focus on women and children. Encompasses four strategic areas: (1) prevention and awareness raising, (2) control (prosecution), (3) victims' assistance and protection, and (4) interinstitutional cooperation and coordination.(51)
Cooperative Agreement for the Prevention and Eradication of Child Labor and Protection of Adolescent Workers in Chile	Creates mechanisms to detect child labor within the school system in the capital region. The Ministry of Education and MINTRAB are signatories to the agreement.(52)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Chilean Ministry of the Interior and Public Security and U.S. Department of Homeland Security Joint Statement on Trafficking in Persons	Seeks to enhance collaboration and information exchanges between enforcement agencies on combating human trafficking and protecting vulnerable populations. Signed by Chile and the United States in Washington, DC (June 2015).(53)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and was signed by Chile at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(54–56)
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Chile participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(57, 58) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(59)

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Chile funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Guides on Eliminating Child Labor and Safe Work for Adolescent Workers	MINTRAB collaboration with the Confederation of Production and Commerce, one of the country's largest business associations, and the Chilean Safety Association to fight against child labor. The Confederation of Production and Commerce distributes guides to employers on eliminating child labor through public-private partnerships, and the Chilean Safety Association has developed a manual promoting safety for adolescent workers and has distributed this information widely.(60, 61)
Eradication of Child Labor in Latin America (Phase 4) (2011–2015)	A \$4.5-million, Government of Spain-funded, 4-year project implemented by the ILO-IPEC to combat child labor in 19 countries, including Chile.(62)
Strengthening Social Dialogue as an Effective Tool to Address the Worst Forms of Child Labor (2012–2015)	A \$760,000, Government of Ireland-funded, 3-year project implemented by the ILO-IPEC that focuses on strengthening social dialogue on the worst forms of child labor in different regions of the world, including Benin, Chile, Fiji, Ghana, and Zambia.(62)
Regional Action Group for the Americas	Prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(63, 64) Administered in Chile by the National Tourism Service. Conducts child labor prevention and awareness-raising campaigns in the tourism sector.(9)
MERCOSUR Southern Child Initiative	Initiative to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states on the worst forms of child labor and migrant labor, improving countries' legal frameworks by harmonizing them with international conventions affecting children, and exchanging best practices.(65)
SENAME Programs for Children at Risk of or Engaged in the Worst Forms of Child Labor‡	More than 90 SENAME programs for disadvantaged youth and children at risk of or engaged in the worst forms of child labor.(10, 46) In 2015, SENAME continued funding 17 projects to provide protective services to victims of commercial sexual exploitation in 10 regions, as well as the Regional Initiatives Against Commercial Sexual Exploitation of Children.(50) Projects are implemented in collaboration with municipal governments and involve 126 local branches of the Office for the Protection of Children's Rights.(2, 37) In 2015, SENAME provided \$3.4 million to fund the 17 existing programs that assist victims of CSEC and disbursed an additional \$14.6 million to fund programs that assist children at risk of becoming victims of the worst forms of child labor throughout 15 regions.(15) SENAME also added 85 new Office for the Protection of Children's Rights centers, which are strategically located in vulnerable communities to provide assistance to victims of child labor and other rights violations, in addition to raising awareness of child rights issues in the community.(50)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Child Labor Survey on Commercial Sexual Exploitation	Collaboration of the Government with the ILO to collect data from police and other governmental agencies for a preparatory study on commercial sexual exploitation.(8, 9)
24 Hours Program (<i>Programa 24 Horas</i>), formerly called the New Life Program (<i>Vida Nueva</i>)‡	Program of the Ministries of Education and Health, Department of Juvenile Justice, and Service for Clinical Intervention that aims to address delinquency among children ages 14 and younger in eight cities.(66) Targets children who have been used by adults to carry out illegal activities.(10, 67) Aims to provide integrated intervention for children who have been detained by the police for such activities but are not subject to the juvenile justice channels because of their age.(66) In 2015, \$15.3 million was dispersed to fund 95 projects and provide assistance to 5,860 children.(50)
Government Projects for At-Risk Youth in the Dominican Republic (<i>Proyecto de Emprendimiento Juvenil</i>)‡	Project supported by the Government of Chile that improves the employability of disadvantaged, at-risk youth through training and internship opportunities to promote entrepreneurial and job-related skills.(16, 68, 69)
Ethical Family Income Program‡	Ministry of Social Development income assistance and conditional cash transfer program to assist 170,000 families living in extreme poverty.(10, 70) Other programs provide scholarships and social services to children from low-income families and to adolescent parents and children of incarcerated parents who are at high risk of leaving school to enter work.(10)
Extended School Day Program (<i>Programa 4 a 7</i>)‡	National Women's Service extended school day program that aims to keep children off the streets, among other goals, while their parents are at work.(71)
Indigenous Language Sector Program (<i>Sector de la Lengua Indígena</i>)‡	Ministry of Education program that aims to increase the quality of education available to indigenous children.(72)
Caring Chile Programs (<i>Chile Solidario</i>)‡	Ministry of Social Development programs implemented by Chilean NGOs to combat poverty. Includes several social welfare programs, including the Bridge Program (<i>Programa Puente</i>), which helps families in extreme poverty, and the Opening Paths (<i>Abriendo Caminos</i>) program for children who are separated from their families.(73)

‡ Program is funded by the Government of Chile.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Chile (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Make publicly available information on the training system for new labor inspectors, the number of labor inspections conducted at worksites and by desk review, and the number of child labor violations for which penalties were imposed and collected.	2015
	Strengthen the labor inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015
	Hire a sufficient number of labor inspectors to effectively enforce laws related to child labor.	2015
	Make publicly available information on the training system for new investigators, the number of criminal violations found, and the number of prosecutions initiated related to the worst forms of child labor.	2015
Social Programs	Conduct research to determine the activities carried out by children working on the street to inform policies and programs.	2013 – 2015

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Colombia

MODERATE ADVANCEMENT

In 2015, Colombia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched the National Development Plan for 2014-2018 which outlines Colombia's strategy to promote inclusive economic growth, in particular through improving access to quality education and lengthening the school day. For the first time, the Government's budget for education exceeded all other areas of the national budget, including defense, and registered a 7.5 percent increase over the amount allocated in 2014. The Ministry of Labor also signed one-year agreements with the National Federation of Coffee Growers and the Federation of Cargo Transporters and Logistics to prevent and eliminate child labor in the coffee and transport sectors, respectively. However, children in Colombia are engaged in the worst forms of child labor, including in street work and in commercial sexual exploitation sometimes as a result of human trafficking. The Government does not employ a sufficient number of labor inspectors to adequately enforce child labor laws across the country, and challenges in coordination on child labor issues remain.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Colombia are engaged in the worst forms of child labor, including in street work and in commercial sexual exploitation sometimes as a result of human trafficking.(1-3) In 2015, the Government published some results from the 2014 National Household Survey, which include estimates of the percentage of working children ages 5 to 17.(4) However, the results do not disaggregate information on health, occupational safety, or sectors in which children work, particularly the priority sectors identified by the Government for child labor reduction such as coffee and sugarcane. The Government does not appear to conduct research on child labor for hard-to-reach populations, including children engaged in street work and involved in illicit activities. Government survey data on working children also include limited information on indigenous populations.(5)

Several government officials in different departments of Colombia reported that due to a lack of training and resources, they have not updated the Ministry of Labor's (MOL) Information System for Identification, Registration, and Characterization of Child Labor (SIRITI) in the past three years. Therefore, comprehensive data on child labor available to the public is incomplete and outdated.(6-8) Table 1 provides key indicators on children's work and education in Colombia.

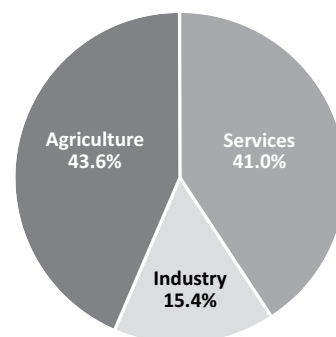
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.6 (392,515)
Attending School (%)	5-14 yrs.	94.7
Combining Work and School (%)	7-14 yrs.	4.8
Primary Completion Rate (%)		100.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the Gran Encuesta Integrada de Hogares, Módulo de Trabajo Infantil (GEIH-MTI) Survey, 2015.(10)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of coffee,† cotton,*† rice,*† sugarcane,† and unrefined brown sugar (<i>panela</i>)*† (11-16) Hunting*† and fishing,*† activities unknown (17)
Industry	Mining coal,† emeralds,† gold,† and clay to make bricks† (15, 18-21) Construction,*† activities unknown (22)
Services	Street work,† including vending, begging, and guarding or washing cars and motorcycles (1, 2, 23-26) Recycling*† and garbage scavenging*† (2, 27) Selling imported gasoline*† (11, 15) Domestic work† (15, 28) Working in retail establishments, hotels, and restaurants, activities unknown (4, 17)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (3, 24, 29-31) Use in the production of pornography (2, 29) Use in armed conflict, sometimes as a result of force, in illegal armed groups, to perform intelligence and logistical activities, store and transport weapons, and engage in commercial sexual exploitation (32-35) Use in illicit activities, including in the production of marijuana* and poppies*, in the production of coca (stimulant plant) sometimes as a result of human trafficking, in forced begging, and by gangs to commit homicides and traffic drugs (2, 3, 11, 15, 25, 30, 36-38)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Reports indicate that in the cities of Cali and Medellin, numerous children work on the streets.(1, 23) Reports also indicate that many children ages 10 to 17 are engaged in domestic service in third-party homes. These children may work up to 60 hours per week with little to no pay, access to school, or health benefits.(39, 40) In the city of Cartagena, children, many of whom are Afro-Colombian, sell fruits and handicrafts and offer services to tourists. Individuals occasionally purchase children's goods and services in exchange for sexual acts. In addition, government officials in Cartagena reported that children sell food and carry heavy loads in urban markets, beginning work as early as 3 am.(8, 41)

The commercial sexual exploitation of children, especially girls, is a problem in Colombia, primarily in the departments of Atlántico, Bogotá, Bolívar, Magdalena, and Valle Del Cauca.(42) Colombian government officials reported that gang members, parents, hotel receptionists, and motorcycle taxi drivers sometimes recruit and use children for commercial sexual exploitation.(41, 43) Research indicates that in the Triple-Border region (Colombia, Peru, and Brazil), young Colombian girls and boys often enter Tabatinga, Brazil, by foot and Santa Rosa, Peru, by canoe, where they engage in commercial sexual exploitation and illicit activities.(6, 44) Boys in the city of Leticia, Amazonas, also engage in commercial sexual exploitation, where perpetrators pay them less than \$1 to perform sexual acts.(43) In other cities such as Cartagena, children are used by gang members to commit homicides and may be forced to engage in commercial sexual exploitation.(41)

In 2015, criminal gangs and illegal armed groups, including the Revolutionary Armed Forces of Colombia (FARC-EP) and the National Liberation Army (ELN), continued to forcibly recruit children into their ranks. The UN reported that there were 289 cases of child recruitment and use by these and other groups.(45) Children were used by the FARC-EP, ELN, and criminal groups as combatants, coca-pickers, and in commercial sexual exploitation.(35, 45) During the reporting period, the FARC-EP, in peace negotiations with the Government since 2012, stated publicly that they would no longer recruit children under the age of 15 and would release all recruits under age 15 from their service. In February 2016, the FARC-EP announced that they would stop recruiting children under age 18.(2, 35, 46) Although the Colombian Ombudsman's Office for Human Rights reported that, as of December 2015, the FARC-EP had not set a date for the release of their associated children, government reports indicate that such recruitment by the FARC-EP had decreased throughout 2015.(2, 47)

Colombia

MODERATE ADVANCEMENT




Reports indicate that criminal gangs, many of whose members were previously associated with the paramilitary non-state United Self-Defense Forces of Colombia (AUC), sometimes use bullying as a strategy to recruit children from schools into their operations, which include drug and arms trafficking, extortion, and the commission of homicides.(38, 48, 49)

In 2015, the Government's budget for education exceeded, for the first time, all other areas of the national budget, including defense, and registered a 7.5 percent increase over the amount allocated in 2014.(50-52) However, in Colombia, access to education is hindered by the internal armed conflict and sometimes impassable routes and long distances between children's homes and schools in rural areas.(53-55) In 2015, there were multiple cases of schools damaged in the cross-fire as a result of confrontations between illegal armed groups and the Colombian Armed Forces.(45) Access to education is also often difficult for children from ethnic groups who may not speak Spanish as a first language. There are 68 native languages in Colombia; a 2014 report from a Colombian NGO indicates that more than 80 percent of ethnic groups in the country do not have access to a culturally and linguistically relevant education.(56) Indigenous and Afro-Colombian children are considered the most vulnerable children in Colombia and are engaged in the worst forms of child labor.(24, 37) The 2012 National School Desertion Survey for children enrolled in primary and secondary school identified child labor as one of the primary causes of school desertion in the Caribbean and Pacific regions of Colombia.(57)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Colombia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government of Colombia has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 35 of the Code on Childhood and Adolescence (58)
Minimum Age for Hazardous Work	Yes	18	Article 117 of the Code on Childhood and Adolescence (58)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Resolution 3597 (59)
Prohibition of Forced Labor	Yes		Article 17 of the Constitution; Articles 141–141B and 188A–188C of the Penal Code; Article 5 of Resolution 3597 (59–61)
Prohibition of Child Trafficking	Yes		Article 17 of the Constitution; Articles 188A–188C of the Penal Code; Article 5 of Resolution 3597 (59–61)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 213–219B of the Penal Code (61)
Prohibition of Using Children in Illicit Activities	Yes		Articles 162, 188D, and 344 of the Penal Code; Article 5 of Resolution 3597 (59, 61)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 13 of Law 418; Article 2 of Law 548 (62, 63)
Minimum Age for Voluntary Military Service	Yes	18	Article 13 of Law 418; Article 2 of Law 548 (62, 63)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	18	Decision C-376/10 of the Colombian Constitutional Court (64, 65)
Free Public Education	Yes		Article 1 of Decree 4807 (65)

In 2014, the Government issued the Victims Assistance Decree, which aims to regulate the procedures of government entities responsible for protecting and providing assistance to victims of human trafficking. It also addresses victims' access to services, protection, and assistance through interagency coordination and partnerships with civil society members.(66) However, the law stipulates that human trafficking victims must file an official complaint against their trafficker within 5 days of receiving services in order to receive medium-term assistance, which includes additional medical, psychological, and legal assistance as well as educational services and economic support.(3, 32, 66, 67) The limited time allowance and the requirement to file an official complaint may prevent human trafficking victims from receiving sufficient assistance beyond any emergency services provided.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor's (MOL) Inspection, Monitoring, Control, and Territorial Management Department	Receive complaints of labor law violations and conduct labor inspections, including inspections to verify labor conditions for adolescent workers and compliance with other child labor provisions. Operate the Integrated Registration and Information System for Child Labor (SIRITI), a child labor monitoring system that identifies children engaged in or at risk of child labor.(2, 68) Oversee the Internal Working Group on Child Labor Eradication, which includes inspectors who focus on the eradication of child labor by carrying out prevention activities, conducting child labor inspections, and compiling data on child labor.(69)
Ministry of the Interior (MOI)	Operate a hotline through its Anti-Trafficking in Persons Operations Center to report and track cases of human trafficking, coordinate investigations, and facilitate access to social services for victims.(70)
National Police	Investigate cases of commercial sexual exploitation and human trafficking.(68)
Colombian Institute for Family Well-Being (ICBF)	Receive complaints regarding child labor; operate hotlines to report cases of child labor, including its worst forms; and provide social services to children engaged in or at risk of child labor.(2, 71, 72) Operate 40 mobile units to coordinate government actions to protect children's rights, including with respect to child labor. Partner with civil society organizations to operate an Internet hotline to combat child commercial sexual exploitation and pornography.(71, 72)
Attorney General's Office (AGO)	Investigate and prosecute cases of child recruitment for armed conflict, commercial sexual exploitation, forced labor, and human trafficking.(2, 58) Oversee the Articulation Group for Combatting Trafficking in Persons, which focuses on investigation and prosecution of international human trafficking and other related crimes. This group includes four prosecutors from specialized directorates in the AGO.(32)
Office of the Ombudsman	Promote the rights of children and adolescents and monitor policies related to children's human rights. Operate an early warning system to prevent the recruitment of children by illegal armed groups.(58)
Ministry of Health and Social Protection	Provide health services to victims of sexual violence, including child victims of commercial sexual exploitation and human trafficking.(73)
National Training Service (SENA)	Collect fines imposed by the MOL for labor law violations.(74)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Colombia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	726 (75)	827 (2)
Number of Child Labor Dedicated Inspectors	10 (2)	14 (2)
Inspectorate Authorized to Assess Penalties	Yes (75, 76)	Yes (2, 76)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (2)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (75)	Yes (2)
Number of Labor Inspections	9,724 (77)	8,108 (77)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	5 (75)	11 (2)
Number of Child Labor Violations for Which Penalties Were Imposed	5 (75)	11 (2)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (75)	Yes (2)
■ Routine Inspections Targeted	Unknown	No (2)
Unannounced Inspections Permitted	Yes (75)	Yes (2)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (75)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (75)	Yes (2)

The Government reported that labor inspectors lacked sufficient resources to carry out their duties in 2015.(2, 6, 7) In 2015, the MOL reported that the labor inspectorate has the budget to employ 904 labor inspectors consistent with commitments under the 2011 Colombian Action Plan Related to Labor Rights. However, the MOL employed only 827 inspectors during the reporting period.(2) The Government reported that this number of inspectors is inadequate to enforce labor laws across the country.(2) According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Colombia should employ roughly 1,622 inspectors in order to adequately enforce labor laws throughout the country.(78-80)

For 2015, the Government reported that all labor inspectors, including those in regional offices and child labor dedicated inspectors, received training on child labor law enforcement issues. Trainings were provided on the worst forms of child labor as defined and addressed through Resolution 3597 and ILO Conventions 138 and 182.(2) In addition, the MOL coordinated trainings for regional labor inspectors that addressed human trafficking and labor exploitation, including with regard to labor migration and migrant worker rights. Regional labor inspectors received additional trainings on assisting human trafficking survivors.(35)

The MOL reported that from January to September 2015, it carried out 1,819 inspections of the working conditions of the 2,684 children between the ages of 15 and 17 authorized to work during that period.(2) Research could not determine the breakdown of inspections by geographic department or by sector for 2015.(2) In Colombia, labor inspections may be unannounced; however, research could not determine the number of inspections related to child labor that were unannounced in 2015. MOL inspections of private homes, family farms, and brothels require authorization from the Attorney General's Office (AGO); inspections of brothels also include the participation of the Police.(2) Reports indicate that inspections of private homes and family farms are often done only in response to complaints.(2)

As a result of its 1,819 inspections, the MOL reported 11 violations of the Code of Childhood and Adolescence that resulted in penalties, with 14 potential violations still under investigation at the end of November 2015. The MOL also reported that 199 work permits for adolescents were revoked as a result of its inspections.(2) However, research could not determine the causes for these revocations, or whether the affected adolescents were removed from work and received services.

Research could not determine how many children the MOL's child labor monitoring system identified in child labor, or whether this monitoring data informed labor inspections. Research also could not determine the number of child labor complaints the ICBF received during the reporting period. Although the ICBF refers cases of apparent child labor violations to the MOL for further action, it is unclear whether the MOL conducts any follow-up, including whether labor inspectors use this information to target their inspections.(8, 72)

In some departments of Colombia, inspectors only carry out inspections in a small fraction of the department. For example, in Amazonas, inspectors only conduct inspections in the capital of Leticia. Inspectors do not have the resources to carry out inspections in any other areas of the department, which are often only accessible by boat or small planes.(2)

In order to combat child labor in the mining sector, the ICBF requires its regional offices to coordinate with the MOL's regional offices and other government agencies. It also requires its regional offices to collaborate with labor inspectors in the periodic inspections of mines and quarries, provide social services to children found working in mining, and notify the relevant MOL authorities of any apparent child labor infractions that the ICBF identifies.(81) However, it is unclear whether such coordination occurs in practice.

Recent National Household Surveys have found that many adolescents work without permits, despite the requirement in the Code on Childhood and Adolescence that children between the ages of 15 and 17 obtain work authorization from the MOL.(5)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Colombia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (32)	Yes (35)
Number of Investigations	157 (2)	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (75)	Yes (2)

Judicial officials, attorneys, and judicial police participated in specialized trainings on human trafficking investigations and prosecutions, including through mock trials.(35) The AGO also reported circulating a memorandum to criminal law enforcement officials in March 2015 to improve the effectiveness of investigation strategies and to ensure the protection of children's rights.(2)

In 2015, the AGO reported that it employed 32 prosecutors who handled cases of human trafficking and commercial sexual exploitation, among other cases.(2) However, the total number of criminal law enforcement officials who enforced laws on the worst forms of child labor, including the number of National Police officers dedicated to this task, is unknown.

During the reporting period, the AGO received 1,415 reports of crimes related to the worst forms of child labor. The breakdown of these cases by type of crime involving the worst forms of child labor, and whether all 1,415 cases were investigated, is unknown. (2) In 2015, the AGO initiated 1,330 criminal proceedings for crimes against children, including 515 cases of the recruitment of minors for commercial sexual exploitation, 109 cases of commercial sexual exploitation, and 706 cases involving other violations of children's rights not related to the worst forms of child labor. Research could not determine how many of these 1,330 criminal proceedings pertained to cases that originated in 2015 versus in previous years, or how many child victims were involved in each.(2) For 2015, the number of investigations and prosecutions initiated by the AGO for cases involving the recruitment of children by illegal armed groups or involving the use of children in illicit activities by such groups, is unknown. However, the AGO confirmed 157 ongoing investigations of cases involving the recruitment of children by illegal armed groups that occurred in 2014.(2) Although research could not determine the exact number of convictions related to the worst forms of child labor that were reached in 2015, reports indicate that there were at least 30 such convictions.

In 2015, the National Police initiated nine human trafficking investigations, including six cases of transnational trafficking and three cases of domestic trafficking.(35) However, research could not determine whether these cases involved child victims. The AGO reported 135 human trafficking investigations and issued 71 warrants for criminal violations involving human trafficking.(35) The AGO also reported 42 convictions for crimes of human trafficking, including commercial sexual exploitation and forced labor,

which may include some of the 515 cases of child sexual exploitation.(35) However, research could not determine how many of these investigations, violations, and convictions involved child victims.

The Ministry of the Interior's (MOI) Anti-TIP Operations Center hotline received 3,625 calls during the reporting period. Also during the reporting period, the ICBF identified 39 human trafficking cases that involved children, of which 33 victims were girls and 6 were boys.(35) Research could not determine how many of these cases were referred for investigation and prosecution. Research indicates that few child victims of commercial sexual exploitation file complaints with officials, making the scope of the problem unknown. Some officials report that some children are afraid to file complaints because many of their recruiters are locally known individuals.(41)

The Government has acknowledged that it lacks adequate resources to effectively conduct investigations and prosecutions of cases of human trafficking and the worst forms of child labor. Furthermore, the Government has limited resources to assist victims.(2, 32)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National System of Family Well-Being	Promote interagency coordination to protect children's rights, including rights related to child labor. Design, implement, monitor, and evaluate policies that affect children from early childhood to adolescence.(82) Composed of the Offices of the President and Vice President, 15 government ministries, and other government agencies that address children's rights and welfare. Overseen by the ICBF.(82)
Interagency Committee for the Elimination of the Worst Forms of Child Labor (CIETI)	Coordinate efforts to combat the worst forms of child labor. Chaired by the MOL and includes 13 government agencies and representatives from trade unions, business associations, and civil society organizations.(83) Oversee 32 department-level CIETIs, each comprising municipal-level committees, throughout the country.(75) In 2015, CIETI coordinated efforts between the MOL and ICBF to define public policy strategies for 2016–2026, including efforts to address child labor. CIETI also provided technical assistance to 695 of its municipal-level committees to strengthen coordination among government agencies operating in each municipality.(2)
National Interagency Committee for the Prevention and Eradication of Child Commercial Sexual Exploitation	Implement efforts to combat the commercial sexual exploitation of children. Coordinated by the MOL; includes 11 government agencies and representatives from business associations, trade unions, and civil society organizations.(84, 85)
Interagency Committee to Combat Trafficking in Persons (CICTP)	Lead and coordinate efforts among government agencies to combat human trafficking. Chaired by the MOI and includes 16 government agencies, including the MOL, ICBF, National Police, and the Special Administrative Unit for Migration in Colombia.(2) Created by Law 985.(2) In 2015, CICTP provided trainings on human trafficking issues to its departmental- and district-level committees, and developed indicators for monitoring and evaluating the provision of government services to victims. In addition, IOM and UNODC provided assistance to the Office of the Inspector General to evaluate government efforts in addressing human trafficking issues.(2) In May 2015, the Government issued Decree 1066, which provides the MOI with special funding for CICTP initiatives to combat human trafficking and provide assistance to victims. In addition, the Ministry of Foreign Affairs, with assistance from IOM, launched the second phase of a national campaign to prevent human trafficking.(35)
Interagency Committee for the Prevention of the Recruitment and Use of Children by Illegal Armed Groups	Coordinate efforts to prevent child recruitment by illegal armed groups, including for purposes of commercial sexual exploitation. Led by the Office of the Vice President and composed of more than 21 government agencies.(86, 87) Created by Law 552.(2)
Office of the Inspector General	Monitor the implementation of child labor laws and policies, including the National Strategy to Eradicate the Worst Forms of Child Labor.(58)
Work Group to Assess Acceptable Activities for Adolescent Work in Coffee, Cotton, Sugar, and Rice	Coordinate with universities to research and assess types of activities that may be permitted for adolescents authorized to work in the coffee, cotton, sugar and rice sectors. Created in 2014 and composed of the Food and Agriculture Organization, ILO, Department of National Planning, National Department of Statistics, Ministry of Agriculture, Ministry of Health, and the MOL.(75)

The 2013 evaluation of the National Strategy to Eradicate the Worst Forms of Child Labor (2008–2015) indicates that the ICBF, CIETI, and the MOL demonstrated the highest rates of participation in coordination activities.(5) However, in 2015, regional government officials recognized that there is a need for increased coordination and information exchange between regional ICBF and MOL offices and the national headquarters to ensure the effective implementation of child labor policies.(6–8)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Colombia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy to Prevent and Eradicate the Worst Forms of Child Labor (2008–2015)	Provided Colombia's strategy to combat the worst forms of child labor in nine priority sectors: coffee, tobacco, sugarcane, mining, street work, garbage scavenging, sale of gasoline, commercial sexual exploitation, and the recruitment of children by illegal armed groups.(83)
National Policy to Prevent the Recruitment of Children and Adolescents by Illegal Armed Groups	Directs actions to prevent the recruitment and use of children by illegal armed groups. Calls for the Government to develop strategies to protect children from recruitment, address violence against children (including the worst forms of child labor), and improve interagency coordination.(88)
National Development Plan (2014–2018)†	Outlines Colombia's strategy to promote inclusive economic growth and national development. Priorities include improving access to quality education, lengthening the school day to 7 hours, and providing pre-school for children younger than age 5.(89) Prioritizes the respect and protection of rights for Colombia's indigenous and vulnerable populations. Launched in June 2015.(89)
10-Year National Plan for Children and Adolescents (2004–2015)	Aimed to increase children's access to social services and reduce the number of children engaged in child labor.(90)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2024)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Colombia at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(91–93)
Fight Against Human Trafficking Agreement between the Government of Colombia and the Government of Argentina	Establishes a work plan between the governments of Colombia and Argentina to collaborate in the fight against human trafficking. Signed in 2014 and aims to prevent human trafficking and strengthen efforts to assist Colombian human trafficking victims found in forced labor in Argentina.(94)
Illegal Mining, Drug Trafficking, Inequality, and Poverty Elimination Agreement between the Governments of Colombia and Peru	Outlines 11 objectives to combat illegal mining, drug trafficking, inequality, and poverty in Colombia and Peru. Several objectives focus on child and adolescent labor protection, including identifying and assisting children and adolescents working in mining activities and in vulnerable situations.(95) In addition, establishes a roadmap to apply concepts from the Cooperation Agreement on the Exchange of Experiences and Good Practices regarding labor and labor relations, including child labor.(95) As part of the agreement, officials from both countries developed an information and coordination exchange to develop a Binational Peru-Colombia Child Labor Registration System.(95, 96)
Territorial Assistance Plan	Increases interinstitutional capacity to address child labor issues in regions and departments. Coordinates regional working groups in 17 departments to collaborate with the Interagency Committee for the Elimination of the Worst Forms of Child Labor on the implementation of public policies related to child labor and children's rights.(75) Provides training on child labor laws and policies in rural regional areas.(75)
Child Labor Pact (2014–2018)	Calls for the formulation of policies on the prevention and eradication of child labor and improved coordination between the MOL and other government agencies including the ICBF, Ministry of Education, Ministry of Health and Social Protection, as well as the ILO and Colombia's National Association of Industries. Also calls for awareness-raising activities in capital cities and tourist destination to address forced child labor issues in priority sectors and for the provision of technical assistance to departments for training on services and laws related to combatting child labor.(75)
Memorandum of Understanding for the Prevention and Eradication of Child Labor in the Transport Sector (2015–2016)†	Aims to promote cooperation between the MOL and the Colombian Federation of Cargo Transporters and Logistics (COLFECAR) to design technical assistance projects and build capacity in the transport sector to prevent and combat child labor, including the commercial sexual exploitation of children. (2, 97) Signed in October 2015 and expires in December 2016. Implemented jointly by the MOL and COLFECAR.(2, 97)
Memorandum of Understanding for the Prevention of Child Labor and the Promotion of Respect for Children's and Adolescents' Rights in the Production of Coffee (2015–2016)†	Aims to promote cooperation between the MOL and the National Federation of Coffee Growers (FEDECAFE) to prevent and eradicate child labor in the coffee sector.(2) Signed in December 2015 and expires in December 2016. Implemented jointly by the MOL and the FEDECAFE.(2)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(98, 99) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(98, 100)

† Policy was approved during the reporting period.

At the end of 2015, the National Strategy to Prevent and Eradicate the Worst Forms of Child Labor (2008–2015) expired.(2) The Office of the Inspector General previously indicated that some of the country's departments and main cities had not adequately implemented the plan, or allocated sufficient funding for child labor initiatives.(101) Officials in some of the country's departments have correlated difficulties in implementing child labor policies to a lack of current reliable data available on child labor in their department. Regional government officials report that a lack of resources and training for updating the MOL's Integrated Registration and Information System for Child Labor (SIRITI) has contributed to this situation.(6-8) The Child Labor Pact, approved in 2014, aims to improve and broaden policies on child labor in the country's departments; however, research indicates that departmental government officials lack sufficient guidance to adequately perform this task.(75)

During the reporting period, the Government began drafting a national plan to prevent and eradicate child labor and protect adolescent workers. The Government also began drafting a national plan to prevent and eradicate the commercial sexual exploitation of children.(2) The drafting process for each plan involved a range of government agencies including the MOL, ICBF, Ministry of Education, Ministry of Health and Social Protection, and the National Planning Department. The drafting process also included 15 regional workshops for local authorities to contribute to the policies, as well as a review of recommendations from the MOL, the National Planning Department, and the UN CRC on relevant subjects.(2) Both plans are slated to cover 2016-2026.(2)

In 2015, the National Strategy to Combat Trafficking in Persons (2014–2018) remained in draft form. Reports indicate that this strategy outlines the responsibilities of the Interagency Committee to Combat Trafficking in Persons (CICTP), departmental committees, international organizations, civil society, and academia to address human trafficking.(32, 35)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Colombia funded and participated in programs that include the goal of eliminating and preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
More Families in Action (<i>Más Familias en Acción</i>)†	Development for Social Prosperity (DPS) conditional cash transfer program that seeks to combat poverty and build human capital. Implements strategies to prevent child labor in the mining sector and fight teen pregnancy; support poor families with disabled members; and improve child nutrition.(102, 103) In 2015, served 2,559,954 families and 4,557,375 children.(104)
United Network program (<i>Red Unidos</i>)†	DPS program that coordinates actions to reduce inequality and end extreme poverty, including through access to education, health, and job training. Continued projects under agreement with the Telefónica Foundation to prevent child labor in eight cities.(105, 106)
Healthy Generations (<i>Generaciones con Bienestar</i>)†	Children's rights program implemented by DPS and the Colombian Institute for Healthy Families that offers cultural and recreational activities to children ages 6 to 17 identified as vulnerable to the worst forms of child labor.(107)
Youth in Action (<i>Jóvenes en Acción</i>)†	DPS technical job training and conditional cash transfer program for vulnerable urban youth ages 16 to 24. In 2015, 250,931 youth were provided benefits, an increase from 152,370 youth in 2014.(104, 107, 108)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
We Are a Treasure Project (<i>Somos Tesoro</i>)	USDOL-funded, \$9 million, 4-year project to combat child labor and promote safe work in the mining sector, implemented by Pact, Inc., in partnership with the Alliance for Responsible Mining, <i>Mi Sangre</i> Foundation, and Fund for Environmental Action and Childhood. Works with the Government of Colombia to (1) strengthen national policies to combat child labor in the mining sector; (2) improve governmental capacity to identify and address violations of child labor and occupational safety and health laws in the mining sector; and (3) provide education and livelihood opportunities for households vulnerable to child labor in mining communities in the departments of Antioquia and Boyacá.(109, 110) Aims to benefit more than 19,000 children and 9,000 households. In 2015, trained 600 artisanal and small-scale miners in occupational safety and health; raised awareness of child labor and working conditions in artisanal and small-scale mining; and provided educational and livelihood services to more than 6,000 children and 1,300 households.(111)
Colombia Network Against Child Labor (<i>Red Colombia contra el Trabajo Infantil</i>)	MOL-led public-private partnership that builds on the UN's Global Pact Initiative to create collaboration between Colombian businesses, the MOL, and the ICBF to eliminate child labor, including in supply chains. Initiated with 14 business in 2014.(112, 113) In 2015, expanded to incorporate 34 businesses.(114)
National Household Survey†	National Administrative Department of Statistics annual national household survey that includes questions on child labor.(115)
Decent Work Program†	MOL project implemented by the ILO to promote decent work, including combating child labor.(116, 117)
School Meals Program (<i>Programa de Alimentación Escolar [PAE]</i>)†	Ministry of Education program that provides meals to more than 4 million school children to increase school attendance and retention.(118-120)
Fund to Assist Children and After-School programs (<i>Foníñez</i>)†	Superintendency of Family subsidy programs for children in situations of extreme poverty.(121) For children from birth to 6 years, provides social protection services, and for children ages 7 to 17, provides after school activities.(122)
I Have Rights (<i>Yo Tengo Derechos</i>)	Department of Atlántico child labor awareness raising program that also strengthens interagency coordination through a one-stop center to handle child labor cases.(123)
Ingruma Indigenous Training Center	ICBF and USAID social reintegration program to provide indigenous youth who have been victims of child soldiering with specialized services.(124)
Child Labor in Mining Prevention Program	Secretariat of Mining and Office of Infancy, Adolescence, and Youth program in Antioquia that has provided 438 children with life skills training, legal and psychological support, and recreational activities to prevent and eradicate child labor in the mining sector.(125)
Campaign to combat the commercial sexual exploitation of children in the tourism sector (<i>Ojos en Todas Partes</i>)*†	Ministry of Commerce, Industry, and Tourism public awareness campaign that aims to prevent the commercial sexual exploitation of children in the tourism sector. Implemented in coordination with the ICBF and the National Tourism Fund.(2, 126)
Education and Monitoring Program for the Eradication of Child Labor (2012 – 2015)	\$1.3 million, Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including Colombia. Included the objective of developing information systems on the worst forms of child labor.(127)
Elimination of Child Labor in Latin America (Phase 4) (2011 – 2015)	\$4.5 million, Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Colombia.(127)
Capacity-building project for the implementation of the National Strategy for the Prevention and Elimination of the Worst Forms of Child Labor (2015 – 2017)*	\$214,000, Government of Canada-funded, 2-year project to build the capacity of key institutions for the formulation and implementation of the National Strategy for Prevention and Elimination of the Worst Forms of Child Labor and Protection of Young Workers 2015 - 2025 (ENETI).(127)

* Program was launched during the reporting period.

† Program is funded by the Government of Colombia.

The Government of Colombia has implemented programs to eliminate child labor in mining, commercial sexual exploitation, armed conflict, and tourism. However, research found no evidence that it has carried out programs to assist children in sectors such as sugarcane and garbage scavenging.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Colombia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that victims of human trafficking have sufficient time to, or are not required to, file official complaints against their traffickers to receive services beyond emergency care.	2014 – 2015
Enforcement	Ensure that labor inspectors have adequate resources to perform inspections, and publicly report on the level of funding for the labor inspectorate.	2009 – 2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2009 – 2015
	Publicly report on child labor law enforcement efforts, including disaggregated data on the number of unannounced inspections and the number and amount of penalties collected for labor violations.	2009 – 2015
	Develop and implement a strategy of targeted inspections related to risk-prone sectors and patterns of serious incidents.	2015
	Use information from the child labor monitoring system to target labor inspections and take enforcement actions to follow up on child labor cases reported by the ICBF.	2009 – 2015
	Improve coordination between the ICBF and the MOL to enforce child labor laws in the mining sector.	2009 – 2015
	Ensure that all adolescents who work in allowable activities have received legally required authorization from the MOL.	2015
	Make the number of criminal investigations, violations, prosecutions, and convictions related to the worst forms of child labor publicly available, including disaggregating data on each by type of violation, and ensure that all criminal child labor violations are reciprocally referred among relevant agencies to ensure adequate and coordinated prosecution of crimes and the provision of services.	2014 – 2015
	Expand efforts to encourage the filing of complaints against commercial sexual exploitation of children.	2014 – 2015
	Provide adequate resources to criminal law enforcement officials to enforce criminal laws related to the worst forms of child labor.	2014 – 2015
Coordination	Ensure that there is an exchange of information among coordinating bodies at the national and regional levels.	2012 – 2015
Government Policies	Ensure that departments and municipalities have sufficient resources and technical assistance incentives to adequately implement national policies to prevent and eliminate the worst forms of child labor, with a focus on identified priority sectors.	2010 – 2015
Social Programs	Collect and make publicly available information about activities in which children and adolescents work—including information about health, occupational safety, and other risks—as well as about geographical areas and sectors where children work, including street work, recruitment of children by illegal armed groups, children's involvement in illicit activities, and other identified priority sectors.	2009 – 2015
	Ensure that children are protected from armed conflict while in school.	2013 – 2015
	Expand efforts to improve access to education for all children, particularly for indigenous and Afro-Caribbean children, and for children in rural areas and in the Caribbean and Pacific regions.	2013 – 2015
	Ensure that all children identified by the MOL in child labor receive appropriate social services.	2009 – 2015
	Institute programs to address child labor, including its worst forms, in the identified priority sectors for child labor eradication.	2012 – 2015

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In 2015, Comoros made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the Decent Work Country Program and the Strategy for Accelerated Growth and Sustainable Development, which aim to improve the operational environment for the elimination of child labor and its worst forms. In addition, the Government funded and participated in multiple programs that include the goal of eliminating or preventing child labor. However, children in Comoros are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in domestic work. A gap between the minimum age for work and the age for compulsory education leaves children ages 13 to 15 vulnerable to child labor. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. In addition, social programs to combat child labor are also insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Comoros are engaged in child labor, including in agriculture.(1-3) Children are also engaged in the worst forms of child labor, including in domestic work.(4-7) Table 1 provides key indicators on children's work and education in Comoros.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	23.0 (42,145)
Attending School (%)	5-14 yrs.	81.5
Combining Work and School (%)	7-14 yrs.	20.8
Primary Completion Rate (%)		73.6

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey (DHS), 2012.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities (3, 10, 11)
	Animal husbandry* (11)
	Agroforestry,* activities unknown (11)
	Fishing,*† activities unknown (10-12)
Industry	Carpentry,* activities unknown (11)
	Construction,* activities unknown (11)
Services	Domestic work† (2, 3, 6, 7, 10-12)
	Repairing* cars and bicycles, including tire vulcanization* and battery charging* (11)
Categorical Worst Forms of Child Labor‡	Forced labor in domestic work,* street vending,* baking,* fishing,* and agriculture* (2, 5, 11)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (5, 6)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined hazardous by national law or regulation.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Comoros

MODERATE ADVANCEMENT

Some parents who are unable to care for their children send them to wealthy families that are expected to provide food, shelter, and schooling to the children in exchange for housework. In practice, some of these children receive care and an education, while many become domestic workers and are victims of labor exploitation and abuse.(5, 12) In Comoros, it is a traditional practice to send children to Koranic teachers to receive an education; however, some Koranic teachers force their students to work; girls usually perform domestic work and boys perform agricultural labor.(5, 12, 13)




Although the Constitution guarantees free compulsory primary education, in practice, this provision is not enforced effectively, and many children do not attend school.(2, 10) Also, the lack of school infrastructure and the limited availability of teachers impede access to education, which may increase the vulnerability of children to the worst forms of child labor.(3, 10, 14)

The Government, in collaboration with civil society partners, conducted a study on the prevalence of child labor in hazardous work; it is unknown whether the results were published during the reporting period.(6)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Comoros has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 129 of the Labor Code (15)
Minimum Age for Hazardous Work	Yes	18	Article 131(d) of the Labor Code; Article 7 of Law to Combat Child Labor and Trafficking (15, 16)
Prohibition of Hazardous Occupations or Activities for Children	Yes		List of Dangerous Occupations; Article 131(d) of the Labor Code; Article 7 of Law to Combat Child Labor and Trafficking (15-17)
Prohibition of Forced Labor	Yes		Articles 2.1 and 131 of the Labor Code; Article 13 of the Law to Combat Child Labor and Trafficking (15, 16)
Prohibition of Child Trafficking	Yes		Article 131 of the Labor Code; Article 13 of the Law to Combat Child Labor and Trafficking (15, 16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 131 of the Labor Code; Articles 8–11 and 13 of the Law to Combat Child Labor and Trafficking; Articles 322 and 323 of the Penal Code (15, 16, 18)
Prohibition of Using Children in Illicit Activities	Yes		Article 131(c) of the Labor Code; Article 6(c) of Law to Combat Child Labor and Trafficking (15, 16)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 41 of Law No. 97-06/AF (19)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	12	Article 2 of the Outline Act on the Education System (20)
Free Public Education	Yes		Article 1 of the Outline Act on the Education System; Preamble of the Constitution (20, 21)

* No conscription. (22)

The National Assembly adopted a new Penal Code and Code of Criminal Procedures in June and December 2014, respectively, that prohibit and increase the penalties for human trafficking crimes, but the President did not assent to these codes during the reporting period.(5, 13) The Government submitted a proposal to ratify the Palermo Protocol on Trafficking in Persons to the National Assembly, but the proposal was also not approved during the reporting period.(13, 23)

The Labor Code allows children under the minimum age to perform light work in the home and in the fields, as long as it does not interfere with the children's education or with their physical or moral development(15); however, the Labor Code does not prescribe the number of hours per week for light work, does not determine the activities in which light work may be permitted, and does not specify the conditions in which light work may be undertaken, as defined by the international standards on child labor.(24) In addition, children working in unpaid or non-contractual work do not have the same protections under child labor laws and regulations as do children working in contractual employment.(24)

Children in Comoros are required to attend 6 years of primary school, through age 12. Since the minimum age for children to work is 15, children ages 13 to 15 are particularly vulnerable to the worst forms of child labor because they may have completed primary school, but are not legally permitted to work.(1, 25, 26)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce child labor laws, investigate allegations of child labor, and refer cases for investigation.(11, 12)
Police Morals and Minors Brigade	Investigate allegations of child abuse, including child trafficking and refer cases for prosecution.(11)
Ministry of Justice (MOJ)	Prosecute criminal cases.(11)
National Commission for Human Rights and Freedoms* (CNDHL)	Investigate allegations of child labor and trafficking and refer cases to the MOJ for prosecution.(11)

* Agency responsible for child labor enforcement was created during the reporting period.

Labor Law Enforcement

In 2015, labor law enforcement agencies in Comoros did not take actions to combat the worst forms of child labor (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	3 (27)	4 (11)
Inspectorate Authorized to Assess Penalties	Yes	Yes (11)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (11)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	No (11)
Number of Labor Inspections	0 (28)	0 (11)
■ Number Conducted at Worksites	0 (28)	0 (11)
■ Number Conducted by Desk Reviews	0 (28)	0 (11)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Child Labor Violations Found	0 (28)	0 (11)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	No (28)	No (11)
■ Routine Inspections Targeted	N/A	N/A
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	No (28)	No (11)
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

In 2015, the Ministry of Labor (MOL) employed four labor inspectors: two in Grand Comore, one for Anjouan, and one for Mohéli; the MOL reported this number to be inadequate considering the prevalence of child labor in the country. According to the ILO recommendation of one inspector for every 40,000 workers in less developed economies, Comoros should employ about 6 inspectors to adequately enforce labor laws throughout the country.(11, 29-31) Reports indicate a lack of equipment, transportation, and funding to conduct child labor inspections and legal proceedings.(11)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Comoros did not take actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	No (11)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (23)	No (11)
Number of Investigations	0 (28)	0 (11, 32)
Number of Violations Found	0 (28)	0 (11, 32)
Number of Prosecutions Initiated	0 (28)	0 (11, 32)
Number of Convictions	0 (28)	0 (11, 32)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

Reports indicate a lack of trained staff, equipment, transportation, and funding to effectively conduct criminal law enforcement efforts on the worst forms of child labor.(23, 32) As a result, the police are unable to open an investigation unless the victim self-reports the alleged crime at the police station and can pay the expenses associated with the investigation, including fuel and telephone fees; therefore, investigations are reactive and depend on the victim's wealth and knowledge of the criminal justice system, making investigations of cases involving victimized children unlikely.(33)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee Against Child Labor	Coordinate government efforts on child labor, including the implementation of the National Action Plan to Combat Child Labor.(12, 24)
Regional Committees Against Child Labor	Identify cases of child labor and violence against children and educate communities on child labor.(34)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Monitoring Group for the Fight Against Trafficking in Persons	Coordinate actions against trafficking in persons and provide rehabilitation services to victims at the national level.(5) Headed by the Secretary General of the Government and reports to the cabinet on progress in implementing the Anti-Trafficking in Persons Action Plan.(12) Members include the Government Human Rights Officer; representatives of the Ministries of National Education, Employment, Interior, Justice, External Relations, Finance, and Health; and representatives from the police, Gendarmes, Planning Commission, Office of the Presidency, Human Rights Delegation, CNDHL, and United Nations.(11, 12)

Research did not determine whether the National Committee Against Child Labor, the Regional Committees Against Child Labor, or the Monitoring Group for the Fight Against Trafficking in Persons were active during the reporting period.(6)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Comoros has established policies on child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat Child Labor (2010–2015)	Aimed to harmonize labor laws, mobilize groups to combat the worst forms of child labor, promote universal primary education, address family poverty, and collect systematic information on the worst forms of child labor.(6, 24, 35)
Anti-Trafficking in Persons Action Plan	Includes the goals of enhancing the legal framework to prevent human trafficking and commercial sexual exploitation; effectively implementing the laws; providing effective protection and care for victims; and raising awareness of trafficking in persons.(12, 36) In 2015, the TIP Task Force drafted a new action plan, which was not validated because of the presidential elections.(32)
Strategy for Accelerated Growth and Sustainable Development (2015–2019)†	Aims to reduce poverty, promote sustainable development, and increase access to social services. Integrates strategies that target child labor by supporting activities outlined in the National Action Plan to Combat Child Labor.(13, 37)
National Plan on Education for All in 2015	Aims to achieve universal primary education and integrates strategies that target child labor.(1, 10, 25)

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Comoros funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Protection Units†	Government program that provides social and reintegration services to vulnerable and sexually abused children. Comprises three government-operated units on the islands of Anjouan, Grande Comore, and Mohéli.(13)
Decent Work Country Program (2015–2019)†	Identifies two objectives of decent work: (1) creating jobs and guaranteeing rights at work for vulnerable populations and (2) extending social protection and promoting social dialog.(7) Outcomes include improving the operational environment for the elimination of child labor and its worst forms. Overseen by the MOL and supported by the ILO.(7)
UNICEF Country Program (2015–2019)	In cooperation with the Government of Comoros, aims to strengthen children's rights to survival, development, education, protection, and social inclusion.(3, 13)
Social Safety Net Project (2015–2019)*	World Bank-implemented, \$6 million program that aims to increase low-income communities' access to safety net and nutrition services. Seeks to provide cash for work transfers to 5,890 beneficiaries by 2019.(38)

* Program was launched during the reporting period.

† Program is funded by the Government of Comoros.

Although the Government has in place programs that target child labor, the activities undertaken by these programs in 2016 are unknown and their scope is insufficient to fully address the extent of the problem, particularly in agriculture, domestic work, and commercial sexual exploitation.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Comoros (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2014 – 2015
	Ensure that the law's light work provisions prescribe the number of hours per week for light work, determine the activities in which light work may be permitted, and specify the conditions in which light work may be undertaken, as defined by international standards on child labor.	2012 – 2015
	Ensure that the law's minimum age provisions and protections apply to children in unpaid or non-contractual work.	2015
	Raise the compulsory education age to 15 to be equivalent to the minimum age for work.	2009 – 2015
Enforcement	Collect information on the labor inspectorate's funding and make it publicly available.	2015
	Increase the resources, training, available transportation and equipment, and number of criminal law investigators and labor inspectors responsible for enforcing laws on child labor to provide adequate coverage of the workforce.	2009 – 2015
	Carry out inspections and criminal investigations to enforce compliance with the laws that address child labor.	2009 – 2015
	Collect and make publicly available information on the number of Police Morals and Minors Brigade criminal investigators, law violations and penalties assessed, and criminal investigations, prosecutions, and convictions related to cases of the worst forms of child labor.	2009 – 2015
	Establish referral mechanisms between labor and criminal law enforcement agencies and social welfare entities.	2014 – 2015
Coordination	Ensure that the National Committee Against Child Labor, the Regional Committees Against Child Labor, and the Monitoring Group for the Fight Against Trafficking in Persons actively carry out their responsibilities related to the worst forms of child labor.	2014 – 2015
Social Programs	Increase children's access to education by increasing school infrastructure and teacher availability.	2014 – 2015
	Expand existing programs to address the scope of the child labor problem, particularly in agriculture, domestic work, and commercial sexual exploitation.	2009 – 2015

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Congo, Democratic Republic of the

MODERATE ADVANCEMENT

In 2015, the Democratic Republic of the Congo made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government took steps to implement a UN-backed action plan to end the recruitment and use of child soldiers, including by arresting Force de Résistance Patriotique en Ituri leader Cobra Matata for use of child soldiers and launching the Reinsertion and Reintegration Project. The National Labor Council also approved the National Action Plan to Combat the Worst Forms of Child Labor, originally drafted in 2011, and submitted it to the Cabinet for approval and adoption. However, children in the Democratic Republic of the Congo continue to engage in the worst forms of child labor, including in the mining of gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore), and are used in armed conflict, sometimes as a result of forcible recruitment or abduction by non-state armed groups. The prescribed penalties for forced or compulsory labor remain low and do not serve as deterrents. Decentralization, a lack of resources, and poor coordination have hampered the Government's efforts to combat child labor, and laws mandating free primary education are not enforced.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Democratic Republic of the Congo (DRC) are engaged in the worst forms of child labor, including in the mining of gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore) and are used in armed conflict, sometimes as a result of forcible recruitment or abduction by non-state armed groups.(1-6) Table 1 provides key indicators on children's work and education in the DRC.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	16.9 (3,327,806)
Attending School (%)	5-14 yrs.	67.1
Combining Work and School (%)	7-14 yrs.	16.2
Primary Completion Rate (%)		66.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including planting seeds,* watering crops,* carrying heavy loads,*† and use of chemical products* and machetes*in the production of coffee,* tea,* quinine,* eggplant,* manioc,* sweet potatoes,* leafy greens,* corn,* beans,* rice,* cassava leaves,* and other vegetables* (9-14)
	Fishing,* including the use of explosives* (10, 11)
	Herding* and animal husbandry,* including chickens,* goats,* and pigs* (11, 14, 15)
	Hunting* (10, 14)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Mining,† including sifting, cleaning, sorting, working underground,*† transporting, carrying heavy loads,† use of mercury* and explosives,* and digging in the production of diamonds, copper, heterogenite (cobalt ore), gold, cassiterite (tin ore), coltan (tantalum ore), and wolframite (tungsten ore) (3, 9-11, 16-30)
	Working as auto mechanics,* on construction sites,* and in carpentry workshops,* craft workshops,* and road construction* (10)
	Working in quarries,*† breaking stone into gravel* (5, 19)
Services	Domestic work (5, 10, 15, 31)
	Driving motorcycle taxis* (12)
	Street work, including vending, garbage scavenging,* carrying packages, unloading* or parking* vehicles, and washing cars* (5, 10, 11, 15, 28, 30, 32-35)
Categorical Worst Forms of Child Labor‡	Forced mining of gold, cassiterite, coltan, and wolframite, sometimes as a result of debt bondage (3, 36-38)
	Commercial sexual exploitation, sometimes as a result of trafficking (3, 10, 11, 19, 21, 24, 29, 32, 34, 36, 37, 39-43)
	Forced domestic work* (37, 38)
	Use in illicit activities, including for spying, stealing, carrying stolen goods, smuggling minerals,* and distributing drugs* (9, 24, 37, 44-46)
	Use as child soldiers, sometimes as a result of forced recruitment by armed groups (4, 6, 10, 11, 15, 45, 47-50)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

In 2015, members of indigenous and foreign non-state armed groups—including the Lord's Resistance Army (LRA); *Forces Démocratiques de Libération du Rwanda* (FDLR); *Nduma Défense du Congo* (NDC/Cheka); *Force de Résistance Patriotique en Ituri* (FRPI); Mayi Mayi groups including Nyatura and Rayia Mutomboki; and other armed groups—continued to abduct and recruit children to be used in their units, primarily in North Kivu.(36, 47, 51) The Government estimates 3,663 children were associated with armed groups in 2015.(52) Children associated with armed groups serve as combatants and bodyguards for army commanders, as well as porters of ammunition, cooks, spies, miners, domestic workers, and sex slaves. Children also monitor military check points, cultivate crops, transmit messages, collect taxes in rebel-occupied territory, and loot villages after attacks.(4, 12, 37, 45, 46, 48-50, 53-56) The LRA continued to abduct Congolese children for use by the group within the country, as well as in the Central African Republic, Sudan, and South Sudan during the reporting period.(57) For the second year in a row, there have been no verified cases of children being recruited into the Armed Forces of the DRC (FARDC), and the FARDC has increased its efforts to demobilize child soldiers, including those from rebel military groups.(36, 47)

Article 43 of the Constitution establishes the right to free education in all public establishments; President Joseph Kabila's August 2010 declaration, and his Circular of September 2010, waives all direct costs of primary education.(9, 58-61) The fee waiver mandated by the 2010 declaration and by the Circular was implemented in stages, with all school fees to be eliminated by the 2014–2015 academic year.(58) However, in practice, implementation is uneven and some families are required to pay for school uniforms, tuition, and additional fees—including funds to cover teachers' salaries, which may be prohibitive.(9-11, 26-28, 30, 34, 47, 61-65) Children often engage in various kinds of work, such as artisanal mining, to pay their school fees.(17, 19, 21, 26) Many schools throughout the DRC are oversubscribed, under-resourced, poorly maintained, and require children to travel long distances.(10, 14, 63, 66-68) Additionally, armed conflict hinders children's access to education in the eastern region of the DRC. There are reports of some children being forcibly recruited or sexually abused at school; some children were subject to sexual violence or abduction on their way to and from school.(6, 39, 44, 47, 50, 69) Many schools in the eastern regions have been closed due to destruction, damage, or looting caused by the conflict; other schools are occupied by armed rebel groups as their barracks or army operation bases.(10, 12, 47, 51, 64, 69) There is a lack of qualified teachers throughout the country and research indicates some teachers require students to work in their fields or demand sexual favors from female students in exchange for good grades.(10, 17, 47, 60, 68, 70) Internally displaced children may also have difficulty accessing education, which puts them at increased risk of engaging in child labor. UNHCR estimates that approximately 2.7 million people were internally displaced in the Democratic Republic of the Congo in 2015.(67, 71)

Congo, Democratic Republic of the

MODERATE ADVANCEMENT




Only an estimated 10 to 37 percent of all births are registered in the DRC, which may make some children more vulnerable to child labor.(11, 36, 67, 72, 73) A lack of identification documents makes age verification difficult during FARDC recruitment campaigns; it also hinders efforts to identify and separate children associated with armed groups.(74)

A comprehensive, standalone child labor survey has never been conducted in the DRC.(53)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The DRC has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 6 of the Labor Code; Article 50 of the Child Protection Code (75, 76)
Minimum Age for Hazardous Work	Yes	18	Article 10 of the Ministerial Order Establishing the Conditions for Children's Work (77)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 28–35 of Ministerial Order on Working Conditions for Women and Children; Articles 10–15 of the Ministerial Order Establishing the Conditions for Children's Work; Article 26 of the Mining Code (77-79)
Prohibition of Forced Labor	Yes		Articles 2 and 3 of the Labor Code; Articles 53 and 187 of the Child Protection Code; Articles 16 and 61 of the Constitution; Article 8 of the Ministerial Order Establishing the Conditions for Children's Work (59, 75-77)
Prohibition of Child Trafficking	Yes		Article 3 of the Labor Code; Articles 53 and 162 of the Child Protection Code; Article 174j of the Penal Code; Article 8 of the Ministerial Order Establishing the Conditions for Children's Work (75-77, 80)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3 of the Labor Code; Articles 53, 61, 169, 173, 179-180, 182, 183, and 187 of the Child Protection Code; Article 174 of the Penal Code; Article 8 of the Ministerial Order Establishing the Conditions for Children's Work (75-77, 80)
Prohibition of Using Children in Illicit Activities	Yes		Article 3 of the Labor Code; Article 8 of the Ministerial Order Establishing the Conditions for Children's Work; Articles 53 and 187 of the Child Protection Code (75-77)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 7 of the Defense and Armed Forces Act; Articles 53 and 187 of the Child Protection Code (75, 81)
Minimum Age for Voluntary Military Service	Yes	18	Articles 7 and 10 of the Defense and Armed Forces Act; Articles 53, 71, and 187 of the Child Protection Code (75, 81, 82)
Compulsory Education Age	Yes	12 ⁺	Articles 9, 20, and 21 of the Law on National Education; Article 43 of the Constitution (59, 83)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Free Public Education	Yes		Article 43 of the Constitution; Article 38 of the Child Protection Code; Article 9 of the Law on National Education (59, 75, 83)

‡ Age calculated based on available information (58, 75, 77, 83)

In April 2014, the Council of Ministers approved a draft law to establish specialized mixed chambers to try war crimes and crimes against humanity, including the recruitment and the use of child soldiers; it presented the draft law to the National Assembly for adoption and enactment in May 2014. Citing technical concerns, the Parliament rejected the legislation; it now awaits the resubmission of corrected text.(84, 85)

Although the Law on National Education guarantees free and compulsory education through primary school, it does not establish a compulsory age for education.(58, 83) Children between ages 6 and 9 may enroll in primary education, which lasts for 6 years. This makes children who are graduating elementary school between ages 12 and 15 years old particularly vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work.(58, 75, 77, 83) In addition, the Child Protection Code establishes a penalty of 1 to 3 years of imprisonment and a fine of approximately \$171 to \$342 for offenses related to the forced labor of children, which may not be severe enough to deter offenders and is not commensurate with penalties imposed for other worst forms of child labor.(75) The Government has not passed the implementing decree for the Child Protection Code, which contains many relevant protections for children.(39, 85) The provisions of the Child Protection Code cannot be enforced until the implementing decree is passed. A draft Mining Code submitted by the Ministry of Mines includes a provision punishing forced child labor on mining sites with 5 to 10 years of penal servitude; it has yet to be considered by the National Assembly for adoption.(29, 86)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment, Labor, and Social Welfare (MOL)	Investigate cases related to child labor, including its worst forms.(4, 11) Refer cases of child labor to the Ministry of Justice and Human Rights (MOJ) for prosecution.(87)
Ministry of Justice and Human Rights (MOJ)	Enforce criminal laws related to forced labor, human trafficking, commercial sexual exploitation, and the use of children in illicit activities.(4, 11) Oversee four juvenile courts in Kinshasa convoked for cases involving children under age 16; the courts have heard no cases of child labor since their establishment in 2011. Assist the International Criminal Court in conducting investigations and prosecutions against individuals who allegedly used children in armed conflict.(87)
Ministry of the Interior	In the case of the Congolese National Police, enforce laws related to the worst forms of child labor.(85, 88) In the case of the Police for Child Protection and Combating Sexual Violence (PEVS), combat sexual and gender-based violence against women and children, especially in eastern DRC.(54, 85, 89, 90) Units in North Kivu, South Kivu, and Orientale collect data, conduct preliminary investigations, refer cases to the MOJ for prosecution, and assist victims in seeking justice.(91) PEVS officials also accompany children who are in conflict with the law when they go to court.(92)
Ministry of Gender, Family, and Children (MOGFC)	Oversee and investigate cases related to the commercial sexual exploitation of children.(11, 36)
Ministry of Social Affairs, Humanitarian Action, and National Solidarity (MINASAH)	Monitor humanitarian programs and coordinate with UNICEF, USAID, and NGOs to provide social services to vulnerable groups, including street children, trafficking victims, and child soldiers.(36, 93) A technical team within MINASAH's Secretary General's office is responsible for overseeing and investigating child trafficking cases.(4) Oversee the Street Children Project.(36, 94) In the case of the Department of Child Protection, operate a database to monitor and coordinate children's rights activities and implement programs targeting orphans and vulnerable children.(95, 96)
Ministry of Defense	Investigate and use military courts to prosecute military officials suspected of recruitment and use of child soldiers or forced labor of civilians. Lead the implementation of the UN-backed action plan to end the recruitment and use of child soldiers.(36)

Congo, Democratic Republic of the

MODERATE ADVANCEMENT

The MOJ, which is responsible for investigating the use of children in illicit activities, should be the primary point of contact for human trafficking issues. However, it receives limited funds, which hampers its ability to investigate and prosecute cases, including those involving child trafficking.(4, 36) Additionally, the Ministry of Social Affairs, Humanitarian Action, and National Solidarity (MINASAH) reports that it receives limited funding to support reintegration services for street children and demobilized child soldiers.(36)

Labor Law Enforcement

In 2015, labor law enforcement agencies in the DRC took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (15)	Unknown* (9)
Number of Labor Inspectors	200 (15)	243 (92)
Inspectorate Authorized to Assess Penalties	No (76)	No (76)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (97)	No (36, 92)
Number of Labor Inspections	Unknown (15, 97, 98)	Unknown
■ Number Conducted at Worksites	Unknown (15, 97, 98)	Unknown
■ Number Conducted by Desk Reviews	Unknown (15, 97, 98)	Unknown
Number of Child Labor Violations Found	Unknown (15, 97, 98)	Unknown (36)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (15, 97, 98)	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown (99)	Unknown
Routine Inspections Conducted	Unknown (15)	Unknown
■ Routine Inspections Targeted	Unknown (15)	Unknown
Unannounced Inspections Permitted	Yes (76)	Yes (76)
Unannounced Inspections Conducted	Unknown (15)	Unknown
Complaint Mechanism Exists	No (15)	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15, 41)	Yes (92)

*The Government does not make this information publicly available.

According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, the DRC should employ roughly 690 inspectors in order to adequately enforce labor laws throughout the country.(100-102) Although only approximately 50 of the country's 243 inspectors are based in Kinshasa, officials from the MOL report that even more inspectors are needed in rural areas. The Government aims to employ at least 1,000 inspectors.(85, 92) The Government acknowledges that given the size and remoteness of the country, the inspectorate has insufficient capacity and resources, including transportation, facilities, and infrastructure, to conduct investigations throughout the country.(11, 30, 36, 42, 99) Inspectors at the MOL noted that it is difficult to recruit and retain new inspectors and they need additional training in gathering statistics, child labor, and other aspects of labor inspections.(11, 92) Inspectors are occasionally sent to Cameroon for regional trainings, but the last training inspectors received in-country was conducted in 2009.(92)

Inspectors are required to prepare at least 10 inspection reports each per month, but their focus is primarily on the formal economic sector, which is not the sector in which the majority of child labor incidences occur.(11) When victims of child labor are identified, the MOJ or the MOL refers them to NGOs or the MOGFC for social services.(87) When dealing with children in vulnerable situations, MINASAH refers to a guide it had published in 2014 that includes information for service providers and law enforcement.(85, 103)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the DRC took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (15)	Unknown (36)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A (15)	N/A
■ Refresher Courses Provided	Yes (4)	Yes (36)
Number of Investigations	Unknown (4, 97)	7 (36, 49, 85, 104, 105)
Number of Violations Found	Unknown (15)	2,549 (51)
Number of Prosecutions Initiated	4 (6, 106, 107)	1 (36)
Number of Convictions	0 (74)	1 (36)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (37)	Yes (36)

The justice system lacks independence, funding, capacity, and legitimacy, which weakens its ability to deal with crimes committed in the country.(4, 36, 48, 49) In 2015, USDOS provided training on human rights to the National Police, which included some training on trafficking issues.(36) The UN trained 11 Congolese lawyers and magistrates, 5,067 members of the FARDC, and 127 members of the Congolese National Police on child protection issues during 2015. Additionally, 251 members of the FARDC received training from the USDOS on conducting investigations, prosecutions, and trial procedures for military justice issues, including human trafficking.(36) There has also been increased collaboration at the local level between Government officials and NGOs to strengthen the referral mechanism that identifies vulnerable children and refers them to social services providers.(36, 37, 85)

The Government was unable to enforce laws adequately throughout the country, including to all the areas where child trafficking occurs. Additionally, research indicates some judges, prosecutors, and investigators lack the knowledge, capacity, or resources to investigate and prosecute cases of child trafficking effectively. However, the Government has taken some steps to address impunity for crimes against humanity and continues to work through the military court system.(36) Since his arrest in January 2015, FRPI Leader Cobra Matata has been held in pretrial detention for war crimes, including the recruitment of children.(49, 51, 104, 105) Additionally, the judiciary worked with the UN to issue additional arrest warrants for the recruitment and use of children in armed conflict.(51, 105) In August, a FARDC officer was arrested for allegedly recruiting children into armed conflict.(51)

In 2015, the National Intelligence Service intercepted four children who were being trafficked to Tanzania for forced domestic labor and referred them to a shelter where they received legal support and protection.(36) As part of a new trend, six Burundian child soldiers who were recruited from refugee camps in Rwanda transited through the DRC to join opposition groups in Burundi at the end of 2015. The Government intercepted the child soldiers in the DRC and referred them to NGOs for care and support.(36, 51) There were also reports that some children associated with armed groups were detained, interrogated, and beaten, despite the enactment of a directive that requires that all children detained for their association with armed groups be immediately transferred to the UN.(4, 6, 51, 108)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee to Combat the Worst Forms of Child Labor (NCCL)	Develop, coordinate, implement, monitor, and evaluate a National Action Plan to Combat the Worst Forms of Child Labor (NAP) and build the capacity of partner organizations.(97, 109-111) Led by the MOL and composed of members from the MOGFC, MOJ, local NGOs, and civil society.(93, 97, 110, 111) In the case of Provincial Committees, combat the worst forms of child labor at the provincial level in Kasai Orientale, Katanga, and Orientale provinces.(60, 96, 111) Two new provincial committees were established in South Kivu and Katanga during the reporting period.(9) In 2015, with the support of the ILO under the Global Action Program on Child Labor Issues Project, the Permanent Secretariat organized a National Workshop on Child Labor in Agriculture from May 12–14 for 30 participants from government ministries, social partners, and farmers' organizations, to raise awareness about child labor in agriculture and identify opportunities to address these issues.(9, 112) As a result, the MOL and the Ministry of Agriculture created a partnership to combat child labor and relevant ministries clarified their policies to better implement sectoral programs to combat child labor.(9)

Congo, Democratic Republic of the

MODERATE ADVANCEMENT

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Ministry of Defense's Disarmament, Demobilization, and Reintegration Commission (UEPN-DDR)	Coordinate the identification, verification, and release of child soldiers by collaborating with the UN Organization Stabilization Mission in the DRC (MONUSCO), UNICEF, and NGOs.(36, 113, 114) In the case of the Children Associated with Armed Forces and Armed Groups unit, ensure identified children are referred to these partners for family reunification and assistance with socioeconomic reinsertion.(36, 114) Provide a signed "attestation" stating the demobilized children have completed a reintegration program.(36)
Joint Technical Working Group (JTWG) on the Implementation of the UN-Backed Action Plan	Coordinate implementation of the UN-backed action plan to end the recruitment and use of child soldiers. Led by the MOGFC and includes representatives from the Ministry of the Interior, the MOJ, the MOL, and the Ministry of Defense, as well as the UN.(36) In the case of Provincial JTWGs, coordinate implementation at the provincial level in North Kivu, South Kivu, and Orientale provinces.(36, 48) In 2015, established two additional Provincial Working Groups in Ituri and Katanga, and a second Provincial Working Group in North Kivu due to the size of the province.(36, 85) Met multiple times during the reporting period and drafted a roadmap identifying eight priority areas to expedite the full implementation of the Action Plan and eliminate the use of child soldiers.(36, 105)

In July 2015, the Government began decentralization efforts, which were mandated by the 2006 Constitution. This divided 11 provinces into 26, disrupting the functions of many ministries and resulting in officials assuming new and unfamiliar duties.(11, 36, 115) Decentralization, poor coordination among relevant ministries, a lack of resources, and competing priorities have impeded the Government's efforts to combat the worst forms of child labor.(36) The formation of a proposed interministerial TIP committee has been stalled for 2 years, despite recognition from relevant ministries that it would enable the Government to better coordinate efforts against human trafficking and enable the formulation of a comprehensive anti-trafficking law.(36) Although the UEPN-DDR is intended to coordinate the Government's disarmament, demobilization, and reintegration program, research indicates that, in practice, coordination occurs between international and local partners in the field.(36) Additionally, the NCCL only meets when there is funding or a specific activity; it did not formally meet in 2015, since it did not receive a dedicated budget.(9, 13, 93)

In October 2013, the Government published a decree authorizing the creation of committees to combat child labor at the provincial level and extending applicable MOL activities to the provinces.(4, 85, 97) However, the Government has not funded the three existing provincial committees and did not establish additional committees during the reporting period; research found no evidence that the existing committees were operational in 2014.(85, 96, 98)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the DRC has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat the Worst Forms of Child Labor (NAP) (2012–2020)†	Developed by the NCCL in consultation with UNICEF; aims to eliminate the worst forms of child labor in the DRC by 2020.(4, 10, 116) Promotes the enforcement of legislation on the worst forms of child labor; awareness raising and empowering communities to stop engaging in child labor practices; provision of quality universal primary education; provision of prevention and reintegration services; improved monitoring and evaluation efforts; and improved coordination of stakeholders.(10, 109, 116, 117) In 2015, the National Labor Council, comprising representatives from the MOL, labor unions, and employers' unions, approved the NAP, which is now before the Cabinet for approval and adoption.(9, 118) During the reporting period, it began implementing limited awareness-raising activities about child labor in agriculture in the Kongo Central Province.(85, 119)
Katanga Regional Action Plan to Combat the Worst Forms of Child Labor (2015–2017)†	In support of the NAP, aims to eliminate child labor by 2020 by improving the legal and institutional framework, raising awareness, providing protection and support to victims, and improving coordination of local actors combating child labor. Led by the Provincial Committee under the supervision of MINASAH's Provincial Division of Social Welfare.(24, 60)
UN-Backed Action Plan to End the Recruitment and Use of Child Soldiers	Seeks to end the recruitment and use of child soldiers within the Government's security services, including the armed forces. Implemented by the JTWG, UNICEF, and MONUSCO, aims to identify and separate children from armed forces, provide support and reintegration services, pursue accountability for perpetrators, and creating a partnership framework for the UN and the Government.(12, 51, 89, 108, 120, 121)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Disarmament, Demobilization, and Reintegration Plan (PNDDR) DDR III†	Aims to significantly improve the security situation in Eastern Congo by eradicating the existence of armed groups in the East and providing rehabilitation and reintegration services to 12,205 combatants demobilized from all armed groups.(122, 123) Implemented by UEPN-DDR with the support of MONUSCO, USAID, the World Bank, Sweden, and Japan, DDR III is the third phase of PNDDR which supports the 2013 Framework Agreement for Peace, Security and Cooperation for the DRC and the Great Lakes Region (52, 109, 113, 123, 124) A directive issued in 2013 and amended in 2014 requires the immediate transfer to humanitarian organizations of all children who escape from armed groups, are in the custody of the FARDC, or have been detained.(36) By the end of 2015, the Government and MONUSCO had provided support to 2,055 children who were separated or escaped from non-state armed groups as part of DDR III.(85)
Human Rights Due Diligence in Mineral Supply Chains	Code of conduct signed by the Government, representatives of artisanal miners, mineral buyers and traders, and civil society groups in 2011 to increase transparency and prohibit the employment of children in mines.(125) Supported by the Ministry of Mines' Ministerial Order N° 0058 and accompanying Manual of Principles, Guidelines, and Standards, which establishes a multistakeholder validation process to certify artisanal sites as being free of illegal taxation by armed groups or criminal FARDC elements, dangerous work conditions, and child labor.(37, 126, 127) In cooperation with the IOM and USAID, validated 81 artisanal mining sites in eastern Congo as free of conflict and child labor between October 2014 and November 2015, for a total of 215 certified mines.(36) Initiative does not include protocols for assisting child victims of forced labor on the inspected sites.(37, 85)
Growth and PRSP (2011–2015)*	Seeks to improve living conditions and access to social services for vulnerable groups, including children, by 2015.(63)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the National Action Plan to Combat the Worst Forms of Child Labor was approved during the reporting period, it has not been comprehensively implemented, largely due to the Government's failure to allocate adequate funding.(11, 15) Research was unable to obtain any information to assess the implementation of the three provincial committees' action plans to combat the worst forms of child labor.(85, 96, 109)

UN sources reported that the Government cooperated fully and collaborated closely with the UN to identify and remove children from the FARDC, allowing frequent and often unfettered access to its bases. During the reporting period, FARDC commanders proactively requested that UN agencies and partners screen for children in certain locations.(36)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the DRC funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor in the DRC.(112) In 2015, as part of the effort to revise the hazardous work list for children, conducted an occupational safety and health risk assessment in agriculture from November 4–19.(112) Also presented the NAP to the National Labor Council for adoption.(9, 112)
Reinsertion and Reintegration Project (2015–2019)*	\$21 million World Bank-funded project seeking to provide socioeconomic reintegration support for the 4,700 combatants identified as part of DDR III. Provides cultural and sport activities for former child combatants to assist with social reintegration.(124)
Program to Support Vulnerable Children*	\$4 million Government of Japan-funded program aiming to provide education and school feeding programs to 13,000 children and construct a training center for youth in North Kivu Province. UNICEF will coordinate primary education interventions; the National Institute of Professional Preparation will provide vocational training; WFP will implement school lunch programs; UNDP will provide reintegration kits and support households with the reintegration of former child soldiers; and the Presidential Adviser on Sexual Violence will help identify participants who were victims of sexual violence.(128)

Congo, Democratic Republic of the

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Growth with Governance in the Mineral Sector Project (PROMINES) (2010–2015)†	\$90 million project co-funded by the Government, the World Bank, the International Development Association (IDA), and the UK's Department for International Development (DFID) that aimed to promote better governance in the mining sector and eliminate child labor and the presence of children in mines. In Kolwezi, located in Katanga Province, included raising awareness of child labor among parents and provided children with extracurricular activities, school catchup classes, school clubs, and income-generating activities for families.(30, 129-131)
Street Children Project (2010–2015)	\$10 million World Bank-funded, 5-year project to prevent children from engaging in street work, provided support services for street children, and built the capacity of service providers to better coordinate and implement interventions.(43, 94, 95) Benefitted 15,586 street children by the time it ended in 2015.(43)
Decent Work Country Program (2013–2016)	\$44.5 million ILO-implemented program to contribute to the consolidation of peace and reconstruction in the DRC by promoting social dialogue, social protection, and decent work for girls and boys in a post-conflict context of sustainable development. Aims to ensure that child protection agencies use the NAP.(132)
School Rehabilitation Project	\$100 million World Bank-funded project implemented by the Ministry of Primary, Secondary, and Vocational Education, which aims to strengthen institutional capacity, increase access to education, and improve learning conditions, including through the distribution of 15 million textbooks and the rehabilitation of 1,000 schools across the country.(67, 133-136) The World Bank will rehabilitate 900 schools and the Government will rehabilitate 100 schools.(85, 135) By February 2016, had rehabilitated 728 classrooms and distributed 20 million textbooks on French, math, and science.(135)

* Program was launched during the reporting period.

† Program is funded by the Government of the DRC.

The Government works with international partners to assist and support demobilized child soldiers, but the programs are not sufficient to fully address the extent of the problem, and the process is slow.(55, 67) Additionally, cumbersome bureaucracy and a lack of funding hampers effective collaboration between MONUSCO and the Government in fully implementing DDR III.(137) Reintegrated child soldiers remain vulnerable to re-recruitment, as stigmatization, threats from former colleagues, and lack of adequate rehabilitation services may lead them to rejoin their old unit or to be recruited by other armed groups.(36, 45, 108, 137) More than half of the child soldiers returning from armed conflict do not have access to reintegration services; the programs available do not adequately respond to the medical, psychological, and economic needs of former child soldiers.(53) Limited evidence also suggests that shame and fear of stigmatization prevents girls from entering Disarmament, Demobilization, and Reintegration (DDR) programs because they do not identify as child soldiers and lack awareness of their rights and options.(44, 55, 108, 138) The UN and other organizations have called on the Government to make DDR more accessible and effective for girls.(53, 139)

Despite the efforts of the Katanga Provincial Ministry of the Interior to manage a center for street children in Lubumbashi, children continued to live and work on the streets in Katanga and throughout the country. The Government needs to strengthen its efforts to provide street children with food, shelter, and health care.(39, 43, 96, 98) Child labor in artisanal mining is prevalent in the provinces of Katanga, Eastern and Western Kasai, North and South Kivu, and Orientale.(15, 37) Although the Government pledged \$3 million to fund PROMINES, it did not allocate these funds.(85) Additionally, research did not find evidence of any social programs to protect these children.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the DRC (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Laws	Raise the compulsory education age to 16 so it can be equivalent to the minimum age for work.	2013 – 2015
	Issue appropriate decrees to ensure that enacted laws are implemented.	2013 – 2015
	Raise penalties for the use of forced or compulsory labor to deter violations.	2013 – 2015

Congo, Democratic Republic of the

MODERATE ADVANCEMENT

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Implement President Kabila's August 2010 declaration and Circular No. MINEPSP/CABMIN/008/2010, which provide for free and compulsory education.	2009 – 2015
	Ensure that the MOJ and MINASAH have sufficient funding and resources to carry out their mandates and address the worst forms of child labor.	2011 – 2015
	Strengthen the labor inspectorate by authorizing inspectors to assess penalties, conducting routine and unannounced inspections, establishing a complaint mechanism, and conducting inspections in the informal sector.	2015
	Systematically collect, monitor, and make publicly available information related to enforcement statistics, including funding level for the labor inspectorate, the number and types of inspections conducted and violations found, and the number of child labor violations for which penalties were imposed and collected.	2009 – 2015
	Significantly increase the number of labor inspectors in accordance with the ILO recommendation and ensure that they receive adequate resources and training to effectively carry out their duties throughout the country.	2011 – 2015
	Ensure that judges, prosecutors, and investigators know about child labor issues and can investigate and prosecute violations effectively.	2011 – 2015
	Implement directive 05/00/CAG/ANR/195/2013, which requires that children in detention for being associated with armed groups be handed over to UN child protection actors for reintegration.	2013 – 2015
Coordination	Improve coordination among relevant ministries and ensure that they receive adequate resources to combat the worst forms of child labor, including child trafficking.	2015
	Ensure that UEPN-DDR is able to coordinate the Government's DDR III program as intended.	2015
	Ensure that the NCCL receives a dedicate budget and meets on a regular basis.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2015
	Ensure local and national plans to combat the worst forms of child labor are fully implemented.	2011 – 2015
Social Programs	Improve access to education for all children, including those who are internally displaced, by eliminating all school-related fees; regulating classroom size; training additional teachers; ensuring that schools are safe and that students are not required to work in teachers' fields or subjected to sexual abuse while at school.	2012 – 2015
	Ensure that all children are registered at birth or have identification documents.	2012 – 2015
	Conduct a standalone child labor survey.	2013 – 2015
Social Programs	Ensure adequate medical, psychological, economic, and other support services for children demobilizing from armed groups and integrate stigmatization, gender, and re-recruitment concerns into programs to reintegrate such children.	2009 – 2015
	Expand efforts to address the needs of former child soldiers, children working in artisanal mining, and children working on the streets and in other informal settings.	2009 – 2015

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Congo, Democratic Republic of the

MODERATE ADVANCEMENT

- entrants to last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades. For more information, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
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Congo, Republic of the

MODERATE ADVANCEMENT

In 2015, the Republic of the Congo made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched a project to expand the network of foster families throughout the nation, continued to implement a school feeding program which served approximately 215,000 children, and undertook a mapping project in Pointe-Noire to identify possible human trafficking rings and hotspots for commercial sexual exploitation. However, children in the Republic of the Congo are engaged in child labor, including in domestic work, and the worst forms of child labor, including in commercial sexual exploitation. The Government has yet to ratify the Palermo Protocol on Trafficking in Persons and there is no mechanism to coordinate the Government's efforts to address child labor, including all its worst forms. Additionally, information on children's work is extremely limited, as there has never been a national child labor survey or similar research conducted in the Republic of the Congo.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Republic of the Congo (ROC) are engaged in child labor, including in domestic work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-6) Table 1 provides key indicators on children's work and education in the Republic of the Congo.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	27.9 (286,137)
Attending School (%)	5-14 yrs.	90.2
Combining Work and School (%)	7-14 yrs.	29.9
Primary Completion Rate (%)		74.3

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Deuxième Enquête Démographique et de Santé du Congo (EDSC-II) Survey, 2011–2012.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* including in the production of manioc,* peanuts,* corn,* plantains,* potatoes,* and sugar cane* (3, 9-13)
	Catching* and smoking fish* (3)
	Raising livestock* and hunting* wild game (12, 14)
	Production of charcoal* by burning wood (14)
Industry	Working in stone quarries,* including breaking stones*(3, 9, 11)
Services	Domestic work* (3, 9)
	Working in transportation as bus touts* (9, 11)
	Market vending and carrying heavy loads* (3, 9, 11)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 3-5, 10, 11, 15-17)
	Forced labor in farming,* including the production of cocoa,* domestic work, stone quarries,* fishing,* and market vending, each sometimes as a result of human trafficking (1-3, 6, 10, 11, 15, 17, 18)
	Forced labor of indigenous Baka children in agriculture,* including sugar cane,* fishing,* hunting,* and domestic work* (11, 15)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




Children are trafficked to ROC, mainly from West African countries and the Democratic Republic of the Congo (DRC), for forced labor and commercial sexual exploitation.(1-4, 10, 11, 15, 17, 19-21) Children are also trafficked internally from rural areas to Brazzaville and Pointe-Noire for forced labor.(1, 3, 10, 11, 15) Indigenous children in particular are vulnerable to forced labor in agriculture.(1, 10, 11, 22) Information on children's work is limited, as there has never been a national child labor survey or similar research conducted in ROC.(23)

The Government does not collect fees for examinations and provides free textbooks through secondary school in an attempt to increase children's access to education.(11, 21) Although the Constitution stipulates that education is free until age 16, in practice, some parents are required to pay for books, uniforms, and school fees. This may limit some children's access to education.(3, 22) Over-enrollment, a lack of teachers, and sexual abuse in schools also pose barriers to education for some children.(13, 22, 24) There were no reports that children from the DRC living in Brazzaville were denied access to education during the reporting period. However, many children from the DRC did not attend school in ROC for fear of being deported.(13) Indigenous children, particularly those in remote areas, had difficulty accessing education because of discrimination and linguistic barriers.(13, 25)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Republic of the Congo has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 116 of the Labor Code (26)
Minimum Age for Hazardous Work	Yes	18	Order 2224 of 1953; Article 68 of the Child Protection Code (5, 27)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Article 68 of the Child Protection Code; Order 2224 of 1953 (5, 27)
Prohibition of Forced Labor	Yes		Article 33 of the Constitution; Article 4 of the Labor Code; Articles 60 and 68 of the Child Protection Code (26-28)
Prohibition of Child Trafficking	Yes		Article 60 of the Child Protection Code (27)

Congo, Republic of the

MODERATE ADVANCEMENT

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 65–68 and 122 of the Child Protection Code; Articles 334–335 of the Penal Code (27, 29)
Prohibition of Using Children in Illicit Activities	Yes		Articles 68–70 of the Child Protection Code (27)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Legislation title unknown (23, 30)
Compulsory Education Age	Yes	16	Article 29 of the Constitution (28)
Free Public Education	Yes		Article 29 of the Constitution (28)

* No conscription (23, 30, 31)

In partnership with UNODC, the Government drafted an anti-trafficking law in 2013 that extends greater protection to victims, provides more stringent penalties for offenders, and creates an interministerial coordination mechanism. Although the draft law made some advancement through the legislative process during the reporting period, the Parliamentary Committee has yet to adopt it.(1, 3, 21, 32) Existing penalties for the worst forms of children may not be severe enough to serve as deterrents, as offenses are punishable by 3 to 12 months of imprisonment and a fine of \$85 to \$850.(1, 3, 27) Additionally, research indicates that existing laws regarding child trafficking may not be specific enough to facilitate enforcement.(11)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MOL)	Enforce child labor laws and monitor officially registered businesses.(3, 10)
Ministry of Justice and Human Rights (MOJ)	Enforce criminal laws against the worst forms of child labor.(3, 10) Dedicate two judges—one judge in Brazzaville and one in Pointe-Noire—to child protection cases.(3)
National Police	Enforce criminal laws against the worst forms of child labor, including forced labor, human trafficking, and the use of children in illicit activities.(3, 10)
Ministry of Social Affairs, Humanitarian Action and Solidarity (MSA)	Promote the rights of vulnerable groups and contribute to anti-trafficking efforts by identifying and providing social welfare assistance to victims.(3, 22) Through the Departmental Directorate of Social Affairs, lead efforts to combat human trafficking in Pointe-Noire through the Anti-Trafficking Coordinating Committee.(10, 15) Maintain reception centers and assist in repatriating or reintegrating victims.(10)
Ministry of Foreign Affairs and Cooperation	Coordinate with the MSA in repatriating victims of child trafficking and monitor bilateral and multilateral agreements with neighboring countries to combat human trafficking.(10)

Although the two judges dedicated to child protection were appointed in 2013, they have been ineffective due to a lack of funding and support; therefore, no cases have been tried.(3) There have been no further allegations against members of the Anti-Trafficking Coordinating Committee; staff at the Consulate of Benin in Pointe-Noire; or government officials in Cotonou, Benin for being complicit in a child trafficking ring.(13, 15)

Labor Law Enforcement

In 2015, labor law enforcement agencies in the Republic of the Congo took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (3)	Unknown* (3)
Number of Labor Inspectors	12 (3, 33)	12 (3)
Inspectorate Authorized to Assess Penalties	Yes (26)	Yes (26)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (33)	No (3)
Number of Labor Inspections	Unknown (33)	Unknown (3)
■ Number Conducted at Worksite	Unknown (33)	Unknown (3)
■ Number Conducted by Desk Reviews	Unknown (33)	Unknown (3)
Number of Child Labor Violations Found	Unknown (33)	0 (3)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (33)	N/A (3)
■ Number of Penalties Imposed That Were Collected	N/A (33)	N/A (3)
Routine Inspections Conducted	No (33)	No (3)
■ Routine Inspections Targeted	N/A	N/A
Unannounced Inspections Permitted	Yes (26)	Yes (26)
Unannounced Inspections Conducted	No (33)	No (3)
Complaint Mechanism Exists	No (33)	No (33)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (33)	No (13)

*The Government does not make this information publicly available.

The MOL employed an unknown number of part-time labor inspectors to supplement the 12 full-time inspectors, which is insufficient to enforce labor laws throughout the country. However, the part-time inspectors did not conduct any investigations during the reporting period because the inspectorate lacked the needed funds and means of transportation.(3, 11, 13, 34) According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, ROC should employ roughly 120 inspectors to adequately enforce labor laws throughout the country.(35-37) Training opportunities for labor inspectors are also very limited.(12) Inspectors in departmental offices were unable to carry out inspections unless the employer being inspected provided transportation.(3, 11, 34) Inspections were typically limited to the formal sector, leaving children in the informal sector without legal protection. Penalties were rarely applied for infractions of the Labor Code.(3, 11)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the Republic of the Congo took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (3)	No (3)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (38)	No (3, 39)
Number of Investigations	4 (38)	4 (1, 3)
Number of Violations Found	Unknown	7 (3)
Number of Prosecutions Initiated	0 (1, 33)	0 (3, 15)
Number of Convictions	0 (1, 33)	0 (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3, 38)	Yes (3)

The MSA, MOL, MOJ, and the National Police work together to enforce criminal laws against child trafficking—although their efforts were primarily focused on West African children in the port city of Pointe-Noire.(3, 15) In 2015, the National Police undertook a mapping project in Pointe-Noire to identify possible human trafficking rings and hotspots for commercial sexual exploitation.(15) A local NGO in Pointe-Noire often initiated investigations that were then referred to the Prosecutor's

Congo, Republic of the

MODERATE ADVANCEMENT

Office.(3, 15) The NGO occasionally received police support in rescuing trafficking victims for a fee of \$90 to authorize a rescue operation and an additional \$18 per police officer to staff the operation.(11, 15) After the victims are rescued, the Magistrate of Pointe-Noire works with the Anti-Trafficking Coordinating Committee to assign each victim to one of three MSA-supported foster families for shelter, food, and medical care.(1, 3, 10, 15) The MSA and the MOJ reported it was difficult to prosecute offenders due to a weak judicial system and an uneven knowledge of anti-trafficking legislation and of the Child Protection Code by criminal law enforcement officials and judges.(1, 3, 10, 11, 15) The Police Commander in Pointe-Noire noted that additional training is needed, particularly for lower-level police officers who may be illiterate or have received minimal training.(15)

In an effort to comply with the standards of the Palermo Protocol, the Government mandates that all human trafficking cases be prosecuted as felonies, rather than as *delicts*, a violation that is more severe than a misdemeanor but less severe than a felony. Felony courts meet infrequently and irregularly, due to a lack of resources, and they require more complex prosecution.(15) Rather than prosecuting such cases, the MSA has begun summoning those accused of child trafficking before the Anti-Trafficking Coordinating Committee for Pointe-Noire.(3, 11, 15) While these summons often resulted in the accused trafficker paying for the victim's repatriation and reintegration kit, they did not deter the perpetrators of the practice.(11, 15) In 2015, seven victims were rescued from child trafficking in Pointe-Noire; they were subsequently placed in foster homes and enrolled in school. The Government facilitated the repatriation of two of these children, reintegrated one child within ROC, and is continuing to support the remaining four children as they await finalization of their legal proceedings and repatriation process.(3, 40) The four traffickers were all brought before the Anti-Trafficking Coordinating Committee. Two were detained pending investigations and two were released upon agreeing to pay the cost of their victims' repatriation and reintegration.(15)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a Task Force to combat child trafficking in Pointe-Noire, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
MSA Task Force	Coordinate efforts to combat child trafficking, including training law enforcement officials, raising public awareness, and repatriating and reintegrating victims of child trafficking. Composed of the representatives of the MSA, other government agencies, the National Police, border patrol, and NGOs.(14, 33) Track the number of rescued and repatriated victims; maintain files on each victim.(40)
Anti-Trafficking Coordinating Committee for Pointe-Noire	Led by the MSA's Departmental Directorate of Social Affairs, coordinate all efforts to combat child trafficking in Pointe-Noire with UNICEF's support; comprising government representatives and civil society organizations.(3, 10, 15) Prevent, identify, and rescue children of West African origin from situations of child trafficking, including by raising public awareness and by repatriating or reintegrating victims of child trafficking.(3, 15) Relies on a local NGO to bring cases of child trafficking to its attention, and refers cases for prosecution. In 2015 was unable to identify cases for several months following a violent attack on the home of the NGO's president that resulted in the temporary cessation of the NGO's work.(3, 15)

In 2015, the MSA Task Force did not receive any funding to conduct awareness-raising events or training. However, it continues to convene and coordinate with police and a local NGO when child trafficking victims are identified for rescue or repatriation.(40) Although the MSA continues to maintain the Anti-Trafficking Coordinating Committee for Pointe-Noire, it did not receive any of its allocated \$1,670 from the Government in 2015.(3) This is a significant decrease from the \$69,000 received in 2013 and the \$14,000 received in 2014.(38) The Government attributes its decreasing budgetary commitments to falling oil prices, since the national budget relies primarily on oil revenues.(15) Additionally, the MOJ and MSA have expressed concern over the Committee not including a representative from the MOJ.(15) Weak interministerial coordination, reduced funding, and poor recordkeeping continue to challenge the Government's ability to coordinate its efforts to address human trafficking.(1, 3, 10, 15)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Republic of the Congo has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Fight Against Trafficking in Persons (2014–2017)	Aims to establish a National Commission to Fight Against Trafficking in Persons; develop systems for monitoring and evaluation; strengthen the legal framework; and provide social services to victims of human trafficking.(41) Includes public awareness campaigns, training law enforcement officials, and improving enforcement activities related to child trafficking.(33)
Cooperation Agreement with the Government of Benin	Constitutes a bilateral agreement to combat child trafficking between the Republic of the Congo and Benin. Accompanying action plan prioritizes the prevention, identification, and assistance for victims of child trafficking as well as the prosecution of perpetrators.(2, 4, 10, 21, 32)
National Development Plan (2012–2016)*	Develops core strategies to set national priorities for poverty reduction and attainment of the Millennium Development Goals. As part of the strategy, aims to expand employment opportunities for youth; attain universal primary education by 2015; and reduce child mortality.(21, 42, 43)
Education Sector Policy (2015–2025)*†	Aims to improve infrastructure and equipment, access to education, and working conditions for educators.(44)
Cost Free Identity Document Policy*	Permits the issuance of free birth certificates, citizenship, and nationality documents.(15, 21)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the Government has adopted the National Action Plan to Fight Against Trafficking in Persons, the Government failed to allocate resources to the National Action Plan and has not reached its stated benchmarks for 2015.(15) Research found no evidence of a policy on other worst forms of child labor.(10, 45) Despite the signing of the Cooperative Agreement with Benin in 2011, neither government has taken action under this agreement since it was signed.(1, 10, 15)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the Republic of the Congo funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Awareness-Raising Activities†	MSA program that provides training to community members and social workers on child trafficking issues and offers social assistance to victims of child trafficking. Conducts anti-trafficking awareness-raising activities through television, banners, and public events.(3) In 2015, conducted an awareness campaign that included radio and TV broadcasts, a billboard, and a day-long conference on human trafficking.(3, 15)
Center for Street Children†	MSA program that provides vocational training and family reintegration assistance for street children. Maintains a drop-in center in Brazzaville and monitors privately-run centers throughout the country.(11)
Foster Families Program*†	MSA-funded program that provides small stipends to foster families of child trafficking victims in Pointe-Noire.(15) Families receive approximately \$280 per child per month to cover the cost of food, lodging, transportation, and medical care.(15) In 2015, launched an EU and Embassy of France-funded, 3-year project implemented by Humanitarian Generation Triangle to expand the network of foster families throughout the nation.(3, 15, 46, 47) The MSA also received funding to map existing orphanages throughout the country in order to gain government accreditation, which would enable them to accept foster children.(3)
Improved Border Checkpoints	IOM-supported initiative to improve immigration controls to combat human trafficking.(10, 15, 17)
Safety Net Program (LISUNGI) (2014 – 2018)†	A \$17 million project co-funded by the Government and World Bank that grants improved access to health and education services to poor families in Brazzaville, Cuvette, and Pointe-Noire.(3, 11, 48) Includes a pilot cash transfer program to cover 5,000 households, and an evaluation system to measure the change in situation for beneficiaries.(11, 48-50) In 2015, validated the LISUNGI Program Operations Manual and identified potential beneficiaries in all three cities, resulting in the addition of 10,751 poor households to the social registry that provides social programs. Disbursed regular payments to 3,764 families.(51) Research was unable to confirm whether the Government had allocated \$15 million to the program as planned.(40, 48, 52)
School Feeding Program†	Co-funded by the Government and the U.S. Government's McGovern-Dole International Food for Education and Child Nutrition Program, and implemented by the International Partnership for Human Development, to provide school lunches and reduce poverty-related dropouts, serving approximately 150,000 students.(3, 11, 12, 14) A second school feeding program partly funded by WFP targets about 100,000 students; it received \$1.66 million from the Government in 2015.(3)

Congo, Republic of the

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Observe, Reflect, Act (ORA) Schools†	Ministry of Education program supported by UNICEF, the EU, and WFP that aims to improve access to education for indigenous children through a 2- or 3-year preparatory program.(21, 53-55) Identifies children who should be added to the civil register, provide school supplies to students, and raise awareness about the importance of education among indigenous families.(21, 53)

* Program was launched during the reporting period.

† Program is funded by the Government of the Republic of the Congo.

Although the Government has implemented programs to assist victims of child trafficking, research found no evidence that it has carried out programs specifically designed to assist children engaged in forced labor in domestic work and commercial sexual exploitation. Additionally, current funding levels are not sufficient to address the scope of child labor, including its worst forms, in the Republic of the Congo.(3, 33) In 2014 and 2015, IOM piloted a biometric identification system at the Brazzaville airport. Although it has been effective in combating human trafficking in other countries, the Government declined to implement it throughout the country due to budget constraints.(15) Since the Government failed to meet several funding commitments in 2015, UNICEF has ceased funding to the Foster Families Program as a result. With the exception of the EU and Humanitarian Generation Triangle, other international donors are no longer providing funds for anti-trafficking efforts.(3, 15)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Republic of the Congo (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2015
	Make publicly available the law establishing the minimum age for voluntary military service.	2015
	Ensure penalties for violating the worst forms of child labor laws are severe enough to serve as deterrents.	2015
Enforcement	Remove barriers to enforcement and prosecution by ensuring police assistance for rescuing trafficking victims is free; strengthening the judicial system; training prosecutors on existing laws; ensuring trafficking cases are prosecuted in a timely manner; and allocating resources to the judges responsible for child protection cases.	2014 – 2015
	Collect and make publicly available information related to enforcement statistics, including the funding level for the labor inspectorate, the number and type of labor inspections conducted, and penalties imposed for child labor violations.	2010 – 2015
	Institutionalize training for labor inspectors and investigators, including by providing training at the beginning of their employment and periodic refresher courses.	2014 – 2015
	Strengthen the labor inspectorate by conducting routine and unannounced inspections, establishing a complaint mechanism for child labor violations, and creating a referral mechanism between labor law enforcement agencies and social services providers.	2015
	Significantly increase the number of labor inspectors and investigators in accordance with the ILO recommendation and ensure they receive adequate resources to effectively enforce labor laws throughout the country, including in the informal sector.	2010 – 2015
	Ensure anti-trafficking efforts protect victims throughout the country, and that prosecutors and law enforcement officials are knowledgeable about existing legislation regarding child trafficking.	2010 – 2015
	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2015
Coordination	Ensure all coordinating bodies receive adequate resources to function as intended and improve interministerial coordination and record keeping to effectively combat human trafficking issues.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2009 – 2015
	Adopt a policy that addresses all relevant forms of child labor such as domestic work and the worst forms of child labor in commercial sexual exploitation.	2013 – 2015
	Fulfill the commitments outlined in the Cooperative Agreement with Benin.	2015
Social Programs	Conduct a national child labor survey or similar research to determine the activities carried out by working children to inform policies and programs.	2013 – 2015
	Improve access to education by eliminating all school-related fees, regulating classroom size, training additional teachers, and ensuring that students are not subject to sexual abuse.	2013 – 2015
	Institute programs to address child labor in domestic work, and the worst forms of child labor in commercial sexual exploitation.	2009 – 2015
	Meet funding commitments to partners in order to ensure the sustainability of social programs.	2012 – 2015

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In 2015, Costa Rica made a significant advancement in efforts to eliminate the worst forms of child labor. The Government updated the Roadmap Towards the Elimination of Child Labor, introduced the Bridge to Development policy to reduce poverty in the poorest districts of the country, and expanded services to indigenous children vulnerable to child labor in coffee growing areas. Criminal law enforcement agencies received training on the worst forms of child labor and the Prosecutorial Unit for Gender Issues made 17 convictions for cases involving child pornography and commercial sexual exploitation of children. However, children in Costa Rica are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation. Existing social programs are insufficient to reach all child laborers and resources for the Government's child labor law enforcement agencies are inadequate.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Costa Rica are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-9) Table 1 provides key indicators on children's work and education in Costa Rica. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.4 (34,494)
Attending School (%)	5-14 yrs.	92.2
Combining Work and School (%)	7-14 yrs.	4.2
Primary Completion Rate (%)		98.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS 4, 2011.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting bananas,* pineapple,* and oranges* (12, 13)
	Picking coffee (2, 12-16)
	Weeding,* clearing land,* and watering seeds* (7)
	Cattle raising (2)
	Fishing,*† activities unknown (1, 6, 17, 18)
Industry	Construction, activities unknown (1, 2, 17, 18)
	Manufacturing,* activities unknown (1, 2)
Services	Commerce, including in stores, hotels, restaurants, and supermarkets (1, 2, 17, 19)
	Street vending,† car washing, and repairing motor vehicles* (2, 6, 17, 18, 20)
	Domestic work (1, 2, 6, 17)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (3-5, 8, 9, 17, 21-23)
	Use in the production of pornography* (4, 8, 24)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced labor in agriculture,* construction,* fishing,* and commerce* (5, 22, 23)
	Domestic servitude* (9, 22)
	Use in trafficking of drugs (3, 5, 23)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Results from the Government of Costa Rica's 2011 National Household Survey indicate that almost 72 percent of child laborers ages 5 through 14, and 80 percent of working adolescents ages 15 through 17, are engaged in hazardous work, particularly in rural areas, where 9.1 percent of households are in situations of extreme poverty.(1) The 2011 National Household Survey also showed a decrease in children's school attendance beginning at age 13 and identified the expense or difficulty of accessing educational services as barriers to education for 21 percent of out of school children ages 5 through 17.(2) The Ministry of Labor and Social Security (MTSS) has noted the need for updated child labor statistics, citing the lack of funding as a key challenge toward this end.(7)




Research indicates *Ngäbe Buglé* indigenous children in Costa Rica travel with their families to coffee farms and may face challenges accessing education and nutrition services due to long distances, language barriers, and difficulties obtaining required documents from government institutions. Coffee pickers are paid by the number of baskets they fill, and children reportedly participate in the coffee harvest with their families by collecting beans from the ground and from shorter plants.(13-16).

Commercial sexual exploitation of children occurs in the provinces of Guanacaste, Limón, Puntarenas, and San José, as well as in border towns and port areas.(4, 25)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Costa Rica has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Articles 78 and 92 of the Childhood and Adolescence Code (26)
Minimum Age for Hazardous Work	Yes	18	Articles 1 and 5 of Law 8922; Article 87 of the Labor Code (27, 28)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 94 of the Childhood and Adolescence Code; Article 5 of Law 8922; Article 88 of the Labor Code; Articles 5 and 6 of Regulation No. 36640 (26-29)
Prohibition of Forced Labor	Yes		Articles 20 and 56 of the Constitution; Article 8 of the Labor Code; Articles 7, 170–172, 189, 192, 376, 381, 383, and 384 of the Penal Code; Article 84 of Regulation No. 36659 (27, 30-33)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Articles 7, 170–172, 189, 192, 376, 381, 383, and 384 of the Penal Code; Article 84 of Regulation No. 36659 (31-33)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 160, 168, and 170–174 of the Penal Code (31)
Prohibition of Using Children in Illicit Activities	Yes		Articles 7, 188, 381, and 390 of the Penal Code; Article 77 of the Narcotics Law (31, 34)
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	17‡	Articles 57 and 59 of the Childhood and Adolescence Code; Article 78 of the Constitution (6, 26, 30)
Free Public Education	Yes		Article 59 of the Childhood and Adolescence Code; Article 8 of the Education Law; Article 78 of the Constitution (26, 30, 35)

† No standing military.(30, 36)

‡ Age calculated based on available information. (6, 26, 30)

The Constitution and the Childhood and Adolescent Code make education compulsory through secondary school but do not specify a start or end age.(26, 30) The Government of Costa Rica has indicated that education is compulsory until age 17.(6)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MTSS)	Investigate reports of child labor, including hazardous and forced child labor, and enforce child labor laws.(3, 17) Protect adolescent labor rights by conducting school and workplace visits, providing referrals to government services, and writing socio-labor studies and technical reports for the National Scholarship Fund (FONABE).(19, 26)
Prosecutor's Office	Enforce criminal laws protecting children, including laws prohibiting forced child labor, human trafficking, commercial sexual exploitation, and the use of children in illicit activities. Employ the following investigative and prosecutorial units: the Specialized Prosecutorial Unit against Trafficking in Persons, the Organized Crime Unit, the Specialized Prosecutorial Unit for Gender Issues, and the Juvenile Justice Unit.(17)
Judicial Investigative Police (OIJ)	Conduct investigations of child labor violations, including child trafficking, child commercial sexual exploitation, and the use of children in illicit activities.(3, 17)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Costa Rica took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$12,000,000 (20)	\$11,000,000 (37)
Number of Labor Inspectors	100 (19)	89 (8)
Inspectorate Authorized to Assess Penalties	No (20)	No (20)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (20)	No (8)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (20)	No (8)

Costa Rica

SIGNIFICANT ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	13,435 (38)	13,152 (38)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	85 (20)	207 (39)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	1 (8)
■ Number of Penalties Imposed That Were Collected	Unknown	0 (8)
Routine Inspections Conducted	Yes (20)	Yes (8)
■ Routine Inspections Targeted	Yes (20)	Yes (8)
Unannounced Inspections Permitted	Yes (20)	Yes (20)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (20)	Yes (20)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (20)	Yes (8)

In 2015, the Office for the Eradication of Child Labor and Protection of the Adolescent Worker (OATIA) identified 138 children between the ages of 7 and 14 engaged in child labor and 69 adolescents engaged in hazardous work. OATIA used the Inter-Institutional Coordinating Protocol for the Protection of Working Minors to remove and assist these children and adolescents through home visits and referrals to social programs.(39)

According to the ILO's recommendation of one inspector for every 15,000 workers in developing economies, Costa Rica should employ roughly 151 inspectors in order to adequately enforce labor laws throughout the country.(40-42) In 2015, the MTSS reported that it had insufficient personnel and transportation resources to enforce labor laws. Government capacity to monitor labor violations is particularly limited in the informal sector, where much of child labor, especially hazardous adolescent work, occurs.(2, 8, 39)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Costa Rica took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (20)	Yes (8)
Number of Investigations	71 (20)	50 (43)
Number of Violations Found	74 (20)	Unknown
Number of Prosecutions Initiated	6 (20)	10 (43)
Number of Convictions	Unknown	17 (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (20)	Yes (8)

The Trafficking in Persons Prosecutor's office reported 50 criminal investigations and 10 prosecutions of commercial sexual exploitation of children during 2015.(43) The Specialized Prosecutorial Unit for Gender Issues reported eight convictions involving the production, possession, reproduction, or dissemination of child pornography and nine convictions involving the commercial sexual exploitation of children.(8)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee for the Elimination of Child Labor and the Protection of Adolescent Work	Develop and promote policy initiatives focused on eliminating child labor and regulating adolescent work. Overseen by Office for the Eradication of Child Labor and Protection of the Adolescent Worker; includes a technical secretariat that comprises representatives from various sectors.(6, 7) In 2015, the Government updated the Roadmap Towards the Elimination of Child Labor to define interagency coordination and strategies for 2015 through 2020.(44)
Office for the Eradication of Child Labor and Protection of the Adolescent Worker	Coordinate Government policies and programs to combat child labor from within the MTSS.(2, 6, 7, 45) Monitor implementation of the Roadmap Towards the Elimination of Child Labor in Costa Rica. Provide technical assistance to government ministries and design social programs to combat child labor. (45, 46) Oversee the Inter-Institutional Coordinating Protocol for the Protection of Working Minors to ensure that children's and adolescents' rights and welfare are protected.(6, 47) Provided child labor training and consultation services to 1,992 individuals in 2015.(39)
National Child Welfare Agency (PANI)	Protect child and adolescent rights and receive reports of child labor.(26) Activate interagency social services to provide child labor victims with protection and welfare assistance, including temporary shelter, legal advice, and victim counseling. Responsible for reintegrating child labor victims into the educational system.(3, 26)
National Commission to Combat the Commercial Sexual Exploitation of Children and Adolescents	Address child trafficking and the commercial sexual exploitation of minors.(3, 17) Report to the National Council of Childhood and Adolescence with legal standing under the PANI.(17)
National Coalition against the Smuggling of Migrants and Trafficking in Persons	Promote the formulation, implementation, and assessment of national policies that address human trafficking, including labor trafficking.(32) Review the country's adherence to international standards and evaluate and award funds for programming through the National Trafficking in Persons and Smuggling of Migrants Trust Fund. Help coordinate prosecutions of human trafficking and assistance to trafficking victims.(32)

The Government had limited capacity to coordinate its efforts on child labor due to staff turnover and insufficient training on the implementation of protocols. According to OATIA, a national database is needed to allow Costa Rican institutions to monitor and evaluate child labor cases and measure Government actions.(7)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Costa Rica has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Roadmap Towards the Elimination of Child Labor in Costa Rica (2010–2020)	Aims to eradicate all forms of child labor in Costa Rica by 2020 by strengthening anti-poverty, health, and educational programs and policies and conducting campaigns to raise awareness on the issue of child labor. Developed by OATIA, in coordination with ILO-IPEC.(44, 48, 49)
National Plan for Development (2015–2018)†	Incorporates child labor issues into national education and poverty reduction strategies.(50) The 2015–2018 plan aims to decrease child labor and the worst forms of child labor.(20)
Inter-Institutional Coordinating Protocol for the Protection of Working Minors	Provides services to child laborers and at-risk children through collaboration between the MTSS, PANI, the Ministry of Education, and the Social Welfare Institute, as well as their regional and local agencies and the private sector. As part of this partnership, civil society organizations collaborate with the tourist industry to train companies on how to identify and report the commercial sexual exploitation of children.(2, 7, 51)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and signed by Costa Rica at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(52, 53)

Costa Rica

SIGNIFICANT ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Costa Rica participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(54, 55) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(54, 56)
National Coalition against the Smuggling of Migrants and Trafficking in Persons Strategic Plan (2012–2015)	Seeks to combat human trafficking, including for commercial sexual exploitation and labor exploitation.(17, 32)
Bridge to Development (2015–2018)†	Aims to reduce poverty and eliminate situations of vulnerability, including child labor, by providing social services to 54,600 families in the 75 poorest districts of Costa Rica.(7, 8, 44, 57)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration†	Aims to strengthen regional cooperation in order to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by Costa Rica at the XX Regional Conference on Migration in Mexico City (November 2015).(58, 59) In 2015, Costa Rica participated in two meetings with the Ad Hoc Group on Migrant Children and Adolescents of the Regional Conference on Migration to identify ways for member states to increase protections for underage migrants and refugees. These meetings promoted the exchange of information on migrant children's rights and experiences, guiding principles relating to migration, and the holistic protection of children and adolescents.(60)
Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama*† (2015–2020)	Aims to strengthen dialogue between the Governments of Costa Rica and Panama on labor migration between the two countries, with an emphasis on indigenous Panamanian migrant workers, in order to ensure social protection of migrant workers and their families. Establishes a bilateral technical committee to promote joint action to combat human trafficking, exchange information, and develop cooperative strategies and projects.(61)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Costa Rica funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Elimination of Child Labor in Latin America (Phase 4) (2011–2015)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Costa Rica.(62)
Child Labor Awareness Campaign	MTSS and Ministry of Education public-private partnership supported by <i>Fundación Telefónica</i> to raise awareness of child labor through social media.(46)
Houses of Joy (<i>Casas de la Alegria</i>)	Public-private alliance that provides culturally sensitive daycare and meals to indigenous children whose parents work on coffee farms in Coto Brus and Los Santos. Aims to promote social inclusion and developmental opportunities for indigenous children and provide an alternative to child labor in the coffee harvest.(8, 14, 63–65) The Government of Costa Rica's Joint Institute for Social Aid provides funds for meals, caregiver salaries, and training; farm owners provide the land and classroom, with financial contributions from UNICEF for building and didactic materials. Began as a pilot in 2014 with 6 centers serving 175 children, and in 2015 was expanded to 16 centers serving 687 children ages up to 10 years.(8, 14, 63–65)
FONABE†	OATIA and Ministry of Education national scholarship program created to encourage adolescents to complete their schooling. Includes targeted scholarships for child and adolescent workers identified by OATIA to promote their reintegration and retention in the educational system.(2, 3, 7, 66–68)
Let's Get Ahead Program (<i>Avancemos</i>)†	Social Welfare Institute program that provides monthly conditional cash transfers to low-income families to keep children in school and out of exploitative work.(2, 3, 17, 68, 69)
Age Classroom (<i>Aula Edad</i>)†	Ministry of Education program that replaced the Open Classroom (<i>Aula Abierta</i>) program and helps at-risk children and adolescents complete their primary education by providing flexible school hours and curricula appropriate for their needs. Targets those who have never been to school, those who have left school, adolescent mothers and workers, and foreign migrant youth.(8, 70, 71)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Marco-Tulio Salazar Virtual High School†	Ministry of Education program for adolescents between the ages of 15 and 18 who did not complete, or begin, their secondary education. Offers classroom and homeschool lessons.(8, 72)
Employ Yourself (<i>Empleate</i>)†	MTSS public-private initiative that promotes access to employment for young people between the ages of 17 and 24 who are at risk or living in conditions of poverty.(73, 74)

* Program was launched during the reporting period.

† Program is funded by the Government of Costa Rica.

While the Government continues to support initiatives to eradicate child labor, current programming does not reach all children who are engaged in the worst forms of child labor in agriculture and in commercial sexual exploitation. According to OATIA, existing social programs were insufficient to fully address the problem of child labor, including its worst forms, and additional staff and funding are required to assist children engaged in child labor and their families.(7, 8)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Costa Rica (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Hire a sufficient number of labor inspectors to effectively enforce laws related to child labor.	2015
	Build enforcement capacity to address child labor protections for children and adolescents who work in the informal sector.	2015
	Strengthen the labor inspectorate by permitting inspectors to determine and assess penalties for child labor violations.	2014 – 2015
	Ensure adequate funding for human resources, transportation, and training for law enforcement agencies.	2013 – 2015
	Make publicly available information on the number of labor inspections conducted at worksites and by desk review and whether unannounced inspections are conducted.	2015
Coordination	Strengthen coordination mechanisms by providing additional training on protocols.	2015
	Increase coordination and information sharing between government agencies responsible for monitoring and evaluating child labor cases.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama.	2015
Social Programs	Expand existing social programs to strengthen school retention for children and adolescents, particularly at the secondary level.	2015
	Conduct additional research on child labor, including its worst forms, in order to inform policies and programs.	2015
	Increase access to education and nutrition services for indigenous children in coffee growing areas to ensure they have alternatives to participating in the coffee harvest.	2015
	Expand programs to reach more children working in agriculture and subjected to commercial sexual exploitation.	2009 – 2015
	Increase the number of personnel in governmental agencies dedicated to implementing programs that address the worst forms of child labor.	2009 – 2015

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Côte d'Ivoire

SIGNIFICANT ADVANCEMENT

In 2015, Côte d'Ivoire made a significant advancement in efforts to eliminate the worst forms of child labor. The Government passed a revised Labor Code, which raised the minimum working age from 14 to 16, and passed a law establishing compulsory education through age 16. More than 100 law enforcement officials and social workers received training on investigation and interrogation techniques, which resulted in a subsequent police operation that rescued 48 victims of child trafficking. The National Monitoring Committee on Actions to Combat Trafficking, Exploitation, and Child Labor and the Interministerial Committee on the Fight Against Trafficking, Exploitation, and Child Labor published a joint report on the implementation of the pilot phase of Côte d'Ivoire's child labor monitoring system, SOSTECI. During the reporting period, the Government launched the National Action Plan for the Fight Against the Worst Forms of Child Labor and finalized the National Action Plan and Strategy Against Human Trafficking. In addition, nine new programs were approved to combat child labor, including its worst forms, and improve access to education. However, children in Côte d'Ivoire are engaged in the worst forms of child labor in the harvesting of cocoa and coffee, sometimes as a result of child trafficking. Gaps remain in enforcement efforts and the labor inspectorate is not authorized to assess penalties.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Côte d'Ivoire are engaged in the worst forms of child labor, including in the harvesting of cocoa and coffee, sometimes as a result of child trafficking.(1-8) According to a report by Tulane University published in 2015 that assessed data collected during the 2013–2014 harvest season, the cocoa sector employed an estimated 1,203,473 child laborers ages 5 to 17, of which 95.9 percent were engaged in hazardous work in cocoa production.(9) Table 1 provides key indicators on children's work and education in Côte d'Ivoire.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	31.5 (1,682,754)
Attending School (%)	5-14 yrs.	63.5
Combining Work and School (%)	7-14 yrs.	21.5
Primary Completion Rate (%)		56.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Enquête Démographique et de Santé en Côte d'Ivoire (EDSCI-III) Survey, 2011–2012.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cocoa, including burning*† and clearing* fields, cutting down trees*† to expand cocoa plantations, spraying pesticides,*† harvesting, drying,* and fermenting* cocoa beans, using sharp tools to break pods, and transporting heavy loads of cocoa pods and water* (3-9, 12-17)
	Production of cereals,* pineapple,* bananas,* and coffee, including applying chemical fertilizers,*† spraying pesticides,*† cutting down trees*† and burning*† and clearing* fields (3-5, 18, 19)
	Production of palm oil,* honey,*† and rubber* (5, 19)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Agriculture	Fishing,* including deep sea diving;*† repairing and hauling nets;* cleaning,* salting,* drying,* descaling,* and selling* fish (19, 20)
	Livestock raising* and slaughtering,*† activities unknown (19, 20)
	Production of charcoal*† (3, 19)
Industry	Mining, including crushing and transporting stones,*† blasting rocks,*† working underground,* mining for diamonds,* and extracting gold* with chemicals*† (18, 19, 21-27)
	Manufacturing, including*† repairing,* lubricating,* or cleaning* machinery while in operation*† (19)
	Repairing* and manufacturing* firearms (19)
	Brewing alcoholic beverages*† (19)
Services	Domestic work† (13, 18, 19, 28, 29)
	Working in transportation,* carrying goods,*† and car washing* (3, 18, 19, 23)
	Street vending and commerce, including begging* (3, 4, 13, 18, 19, 30)
	Garbage scavenging*† (19, 31)
Categorical Worst Forms of Child Labor‡	Forced labor in mining, carpentry,* construction,* domestic work, street vending,* restaurants,* and agriculture, including in the production of cocoa, coffee, pineapple,* cotton,* and rubber,* each sometimes as a result of human trafficking (2, 3, 5, 8, 15, 20, 23, 29, 32-35)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 23, 29)
	Selling pornography* (19)
	Forced begging by Koranic teachers* (24, 36)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Children are trafficked to, from, and within Côte d'Ivoire. Girls are trafficked internally for work in commercial sexual exploitation or domestic work, whereas boys are internally trafficked to work in agriculture.(2, 3, 5, 19) Children from neighboring West African countries are also trafficked into Côte d'Ivoire for agricultural labor, especially in cocoa production, and for work in mining, construction, domestic work, street vending, and commercial sexual exploitation.(2, 3, 6, 8, 13, 17, 28) A study carried out by the ILO and the Government of Côte d'Ivoire in 2013 estimated that 55 percent of children working in agriculture in rural areas are subject to forced labor.(3)

The Government has taken measures to increase school attendance by providing school kits to primary school students, lifting restrictions on wearing school uniforms, introducing school canteens, and enrolling children without birth certificates. The rates of birth registration, however, remain low in Côte d'Ivoire and may pose a barrier to education for some children because birth certificates may be required for graduation certificates.(16, 20, 37-41) Despite the laws on free education and the Government's efforts to make education free at the primary level, some students are required to pay for textbooks or school fees, which may be prohibitive to some families.(4, 20, 42-46) The lack of teachers and schools, particularly in rural areas, also limits access to education. Research also suggests that some students are physically and sexually abused at school, which may deter some students from attending school.(13, 20, 26, 43, 47-55)



II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Côte d'Ivoire has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 23.2 of the Labor Code (56)
Minimum Age for Hazardous Work	Yes	18	Article 2 of the Revised Hazardous Work List (57)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 3–12 of the Revised Hazardous Work List; Articles 6 and 19 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law (57, 58)
Prohibition of Forced Labor	Yes		Article 3 of the Constitution; Articles 7, 11–14, 20–23, and 26 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law; Article 3 of the Labor Code (56, 58, 59)
Prohibition of Child Trafficking	Yes		Article 11, 12, 20–22, and 26 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law; Article 370 of the Penal Code (58, 60)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 8, 9, 15, and 24–29 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law (58)
Prohibition of Using Children in Illicit Activities	Yes		Articles 4, 30, and 31 of the Prohibition of Trafficking and the Worst Forms of Child Labor Law (58)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Articles 2, 82, and 116 of the Armed Forces Code (61)
Compulsory Education Age	Yes	16	Article 2.1 of the Law on Education (46, 62)
Free Public Education	Yes		Article 2 of the Law on Education (63)

* No conscription (27)

On July 20, 2015, the Government adopted a revised labor code, which raised the minimum age for work from 14 to 16 and requires employers to register all workers under age 18.(56) During the reporting period, the Government also passed an amendment to the Law on Education, which establishes compulsory education up to age 16, and which went into effect for the 2015–2016 academic year.(13, 46, 62, 64, 65) The Law on Education also penalizes parents who do not send their children to school with a fine of \$86 to \$860 or 2 to 6 months in prison.(13, 62)

The Ministry of Solidarity and the National Committee for the Fight Against Trafficking in Persons (CNLTdP), with the assistance of UNODC, has drafted a law that provides specific penalties for human trafficking violations against both adults and children, calls for tougher justice against perpetrators, and provides for the establishment of formalized procedures for identifying and referring victims.(13, 27, 38, 66) A draft law providing greater protection to domestic workers is also under consideration. This law would grant more latitude to inspectors in investigating possible labor violations in private homes.(67)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment, Social Affairs, and Professional Training (MESAPT)	Enforce labor laws.(23) Implement the child labor monitoring system, <i>Système d'Observation et de Suivi du Travail des Enfants en Côte d'Ivoire</i> (SOSTECI), which enables communities to collect and analyze statistical data on the worst forms of child labor.(1, 23, 68-70) In the case of the Direction of the Fight Against Child Labor, develop, monitor, and enforce laws related to child labor.(28) In 2015, extended SOSTECI into 18 prefectures in cocoa-growing areas, with the support of the ILO and UNICEF, at a cost of approximately \$400,000.(65)
Ministry of Interior and Security	In the case of the Anti-Trafficking Unit, enforce criminal laws against the worst forms of child labor.(13, 38, 71)
Ministry of Justice	Investigate and prosecute crimes related to child labor, including its worst forms.(13)
National Monitoring Committee on Actions to Combat Trafficking, Exploitation, and Child Labor (CNS) Monitoring Brigades	Conduct trafficking investigations. Composed of security forces tasked with dismantling trafficking networks and rescuing exploited children or victims of child trafficking.(28, 72)
Ministry of Solidarity, the Family, Women, and Children (MSFWC)	Lead the Government's efforts to combat human trafficking, including providing repatriation services to victims, including children. Maintain a hotline for child labor issues, and respond to complaints.(13, 37, 44) Chair both the National Committee for the Fight Against Trafficking in Persons (CNLTdP) and a coordination committee at the ministerial level, which fights against all forms of human trafficking. (67, 73, 74) In 2015, led the development of the National Action Plan and Strategy Against Human Trafficking (2016–2020) with the Ministry of Planning and Development.(38) In January 2016, the ministry was divided into two ministries; the Ministry of Solidarity, Social Cohesion and Victims Compensation, which maintains the human trafficking portfolio, and the Ministry for the Promotion of Women, the Family, and the Protection of Children.(13, 27)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Côte d'Ivoire took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$244,631 (27, 73)	\$273,385 (27)
Number of Labor Inspectors	251 (75)	259 (13)
Inspectorate Authorized to Assess Penalties	No (76)	No (56)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (75)	Yes (37)
■ Training on New Laws Related to Child Labor	Unknown (75)	Yes (27)
■ Refresher Courses Provided	Yes (75)	Yes (13)
Number of Labor Inspections	861 (75)	596 (13)
■ Number Conducted at Worksite	861 (75)	596 (13)
■ Number Conducted by Desk Reviews	0 (75)	0 (13)
Number of Child Labor Violations Found	0 (73, 75)	0 (13)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (75)	N/A (13)
■ Number of Penalties Imposed That Were Collected	N/A (75)	N/A (13)
Routine Inspections Conducted	Yes (75)	Yes (27)
■ Routine Inspections Targeted	Yes (1, 73, 77)	Unknown (13, 27)
Unannounced Inspections Permitted	Yes (76)	Yes (56)
Unannounced Inspections Conducted	Unknown (75)	Yes (13)
Complaint Mechanism Exists	Yes (75)	Yes (13, 65)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (75)	Yes (75)

According to the ILO's recommendation of 1 inspector for every 15,000 workers in developing economies, Côte d'Ivoire should employ roughly 541 inspectors in order to adequately enforce labor laws throughout the country, almost double the current number of inspectors.(78-80) Although labor inspectors conduct routine and unannounced inspections, targeted child labor inspections are only conducted in response to complaints and most inspections primarily focus on formal sector establishments.(13, 27, 81) Enforcement of child labor protections is not adequate for all children, including those who are self-employed or who work in the

Côte d'Ivoire

SIGNIFICANT ADVANCEMENT

informal sector. However, MESAPT is currently piloting a project to implement labor inspections in the informal sector.(13, 81) Significantly fewer inspections were conducted in 2015 compared with the previous year because of budget constraints.(13, 27, 75) Impunity remains an issue, because research found that some labor inspectors ignore violations and courts are unlikely to impose penalties for labor violations discovered during the inspections.(20, 43, 74, 75)

Each of the 10 MESAPT departmental directorates receives between \$4,000 and \$10,000 per year to fund activities.(13) MESAPT acknowledged that this amount is inadequate to fund all necessary functions, particularly if they are to implement inspections in the informal sector.(13) In addition, the lack of sufficient staffing, offices, and vehicles and fuel continues to hinder labor inspections and the inspectorate's ability to investigate all reported violations.(18, 20, 23, 43, 75, 81, 82) In 2015, the MSFWC hotline received 18,655 calls related to children in distress, a significant increase over the 14,117 calls received in 2014.(65) However, it is not known how many cases of child labor were identified as a result of these calls.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Côte d'Ivoire took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (75)	Yes (13, 65)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (75)	N/A (13)
■ Refresher Courses Provided	Yes (75)	Yes (83)
Number of Investigations	25 (27, 45, 67, 75)	27 (38, 65)
Number of Violations Found	97 (45, 65, 67, 75)	59 (13, 27)
Number of Prosecutions Initiated	33 (45, 67, 75)	Unknown (65)
Number of Convictions	18 (45, 67, 75)	Unknown (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (1, 23, 67, 75, 84)	Yes (13, 38)

In 2015, the National Police's Anti-Trafficking Unit (ATU) received a budget of \$6,636, the same as it received in 2014.(27) The ATU continued to employ 11 Abidjan-based investigators to enforce laws related to child labor, including its worst forms. The ATU has acknowledged that this is inadequate, and relies on regional law enforcement agencies to enforce criminal child labor laws throughout the country.(13, 38) An insufficient number of official border crossings and monitoring of activity along the Mali and Burkina Faso borders make it difficult to detect cases of human trafficking. The Ministry of Interior and Security is currently reviewing a proposal by IOM to double the number of official border crossings and implementing improved surveillance mechanisms.(38)

Research indicates the laws governing the worst forms of child labor are not effectively enforced or well understood by law enforcement officials. The ILO CEACR, multiple NGOs, and other international organizations have also noted this.(4, 17, 18, 23, 85) To address this concern, in 2015, the Government integrated a 50-hour training module into the curriculum of the academy for gendarmes and the police academy.(38, 65) Four members of the ATU are designated trainers and provided training on the worst forms of child labor to 56 gendarmes during the reporting period.(38) UNICEF also continued to provide general training to law enforcement on child protection issues.(13) In addition, the Interministerial Committee on the Fight Against Trafficking, Exploitation, and Child Labor (CIM) supported IOM and Interpol to train more than 100 law enforcement officials and social workers on investigation and interrogation techniques related to child trafficking. A subsequent police operation rescued 48 victims of child trafficking and arrested 22 alleged perpetrators in June 2015.(13, 17, 34, 35, 83) The children received support from social services providers, and victims who were not Ivorian received repatriation assistance. Of the 22 alleged perpetrators who were arrested, 12 were formally charged, imprisoned and are awaiting trial; 6 were charged and freed on provisional release pending further investigation; and 4 were released due to insufficient cause.(27) During the reporting period, 17 young women ages 15 to 26 were rescued from Ouagadougou, Burkina Faso, en route to Saudi Arabia for forced domestic work. Another four girls were rescued from Saudi Arabia in 2015 and reunited with their families in Côte d'Ivoire.(38)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Monitoring Committee on Actions to Combat Trafficking, Exploitation, and Child Labor (CNS)	Supervise, monitor, and evaluate all government activities in Côte d'Ivoire related to child labor and child trafficking. Make policy recommendations and initiate awareness-raising campaigns to combat the worst forms of child labor.(44, 45, 70, 85) Composed of 16 international and domestic partners, including UNICEF and Save the Children, and chaired by the First Lady of Côte d'Ivoire.(19, 28, 44, 71, 86, 87) The CNS met regularly in 2015.(13)
Interministerial Committee on the Fight Against Trafficking, Exploitation, and Child Labor (CIM)	Design, coordinate, and implement all government actions to combat the worst forms of child labor in Côte d'Ivoire. Monitor and evaluate programs implemented by partner organizations related to the fight against child trafficking.(19, 45, 85, 87) Chaired by MESAPT and comprising representatives from 13 ministries, including the ministries of Justice, National Education, Agriculture, Human Rights, and Youth.(28, 73, 75, 87) The CIM met regularly in 2015.(13)
National Committee for the Fight Against Trafficking in Persons (CNLTdP)	Dedicated to combatting all issues related to human trafficking, including both adults and children.(67, 74, 75) Operate at the working level and chaired by the MSFWC.(66, 67, 74) In 2015, assisted in creating the National Action Plan and Strategy Against Human Trafficking, which was sent to the CNS and the CIM for review and approval.(37) Implement the National Action Plan and Strategy Against Human Trafficking.(27)

The CNS and the CIM published a joint report on implementation of the pilot phase of Côte d'Ivoire's child labor monitoring system SOSTECI, which was intended to establish baseline data on child labor and ended in July 2014.(13) The report did not analyze the effectiveness of SOSTECI directly, but included data from 2,878 children under age 14 who were engaged in child labor. The results were in line with previous studies on child labor, which found the majority of the children to be employed in agricultural activities, including cocoa production.(13)

The respective roles and responsibilities of the CIM and the CNS are not clear, which some NGOs and companies have also noted. This undermines effective coordination at all levels and results in disjointed or duplicated efforts.(1, 18, 67, 88)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Côte d'Ivoire has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Compulsory Education Policy†	In support of the Law on Education, aims to achieve 100 percent enrollment in primary school by 2020 and 100 percent enrollment in junior high by 2025.(46, 64) Allocates \$1.34 billion to modernize the education system, including by building new classrooms and providing free textbooks to low-income families and additional pedagogical training to teachers.(46)
PRSP (2012–2015)	Aims to increase access to education, train youth and adults in a trade, enhance agricultural production, promote certified agricultural products, ensure food security, and strengthen the country's capacity to combat the worst forms of child labor.(54)
UN Development Assistance Framework (2009–2015)*	Sought to increase access to education, with the goal of reducing by half the number of children without access to primary school. Extended for 2 years, until 2015, to fully align UN support with national priorities.(89–91)
ECOWAS Regional Action Plan for the Elimination of Child Labor, Especially the Worst Forms (2013–2015)	Aims to eliminate the worst forms of child labor in West Africa by 2015 through the implementation of a regional action plan with 14 other ECOWAS countries.(92)
Joint Declarations Against Cross-Border Trafficking	Bilateral declarations signed by the First Ladies of Côte d'Ivoire and Burkina Faso, and Côte d'Ivoire and Mali.(70, 85, 93, 94) As part of these agreements, the Government established measures to systematically verify the identities of all children and accompanying adults at border crossings.(73) In 2015, the Governments of Burkina Faso and Côte d'Ivoire worked together to apprehend three individuals in Ouagadougou who were trafficking 17 girls and young women to Saudi Arabia.(38)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and Its Accompanying Framework of Action	Joint declaration by the Governments of Ghana, Côte d'Ivoire, and the United States, and the International Cocoa and Chocolate Industry.(68, 95, 96) Provide resources and coordinates with key stakeholders on efforts to reduce the worst forms of child labor in cocoa-producing areas.(95, 96) Ensures that all project efforts implemented under the Declaration and Frameworks align with Côte d'Ivoire's national action plans in order to promote coherence and sustainability.(68, 95, 96)
Joint Declaration of Commitment to Combat Child Labor	Joint declaration between regulatory bodies and the media to improve efforts to fight against the worst forms of child labor.(75)
National Policy Document on Child Protection	Led by the MSFWC. Seeks to reduce the incidence of violence, abuse, and exploitation of children.(75) In 2015, provided \$70,300 to establish 6 regional coordination mechanisms and 6 platforms for child protection.(65) Regional coordination mechanisms, led by prefects, oversee implementation of the National Policy. Child protection platforms bring together relevant actors to identify specific problems in the region.(27, 65)
Country Partnership Framework*	Up to \$1 billion lending program financed by the World Bank, which aims to eliminate extreme poverty through job creation and improved spending on education, health, and social protection.(97)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

The Ministry of Planning and Development also drafted a National Development Plan for 2016–2020 during the reporting period, which includes provisions that address poverty alleviation, child trafficking, and child labor.(13, 38)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Côte d'Ivoire funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
National Action Plan for the Fight Against the Worst Forms of Child Labor (NAP) (2015–2017)*†	Coordinated by the CNS and the CIM, a \$25.8 million project that builds on the previous National Action Plan to Fight Against the Worst Forms of Child Labor, which was implemented from 2012–2014. The budget for the 2015–2017 NAP represents almost a \$6 million increase from the previous NAP.(13, 86, 87) Aims to significantly reduce the number of children engaged in the worst forms of child labor by eliminating risk factors and creating a protective environment for children.(13, 86, 87) Informed by the baseline data from the results of the SOSTECI pilot phase, the new NAP aims to raise awareness of child labor issues, revise the list of hazardous activities prohibited for children, build the capacity of law enforcement, and improve social services for victims. It also includes a monitoring and evaluation component to assess the impact of existing policies and programs to combat child labor.(13, 65, 87) Includes the construction of 2,000 classrooms, 333 school canteens, and 3 new reception centers for victims. Also aims to distribute 6,000 school kits to vulnerable children, expand research on child labor, enhance subregional cooperation, implement poverty alleviation measures, and extend SOSTECI into 20 new departments.(65, 86, 98, 99) To reinforce regional cooperation, aims to convene a summit of First Ladies of West African countries on transnational child trafficking, sign an accord with Ghana to combat child trafficking between the two countries, and organize annual meetings with the Governments of Burkina Faso and Mali to review the bilateral declarations against cross-border trafficking.(87)
National Action Plan and Strategy Against Human Trafficking (2016–2020)*†	With the support of UNODC and coordinated by the CNLTdP, \$14.8 million project drafted to prevent trafficking; expand social services for victims; provide training for law enforcement personnel and other stakeholders; promote coordination; and collect data on human trafficking, including the development of a system to track and disseminate data.(13, 38) Aims to build two new victim support centers, rehabilitate three existing transit centers, and establish social centers or cooperatives in areas with a high prevalence of child trafficking to raise awareness of human trafficking issues.(38) The Government will contribute 22 percent of the funding and seek the remainder from donors.(13)
National Awareness Campaign Against Child Labor (2015–2017)*†	CNS-led large-scale national awareness campaign against child labor that disseminates information to increase public awareness through television and radio broadcasts, billboards, and newspapers in French and in local languages. Calls on national actors to take on a greater role in media campaigns to raise awareness about child labor.(38, 75) In 2015, spent \$82,000 on a 2-day event that commemorated World Day Against Child Labor and educated 5,000 individuals on child labor and education issues.(65)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Self-Help Village Initiative†	Government-implemented initiative that provides villages with funds to combat child labor in the cocoa sector. Builds schools and health centers, trains vulnerable households in income-generating activities, and implements a child labor monitoring system.(69, 100) Participating villages are provided with service packages worth approximately \$60,000, which is funded by taxes and fees on cocoa exports.(23)
Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)*	USDOL-funded capacity-building project implemented by the ILO in at least 10 countries to build the local and national capacity of the Government to address child labor. Aims to improve monitoring and enforcement of laws and policies on child labor in Côte d'Ivoire, including by enhancing the Government's ability to implement SOSTECI and ensure its sustainability.(101-103)
Towards Child Labor Free Cocoa Growing Communities in Côte d'Ivoire and Ghana Through an Integrated Area-Based Approach (2010–2015)	\$10 million USDOL-funded, 4-year project implemented by the ILO. In support of the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol aimed at reducing the worst forms of child labor in cocoa-producing areas in Côte d'Ivoire and Ghana by providing direct services to communities.(1, 84, 95) In Côte d'Ivoire, worked with the Government to develop and implement SOSTECI in cocoa-growing areas.(1, 84, 95) By the end of the project in 2015, established 40 community Child Protection Committees, provided educational services to 2,500 children, and provided livelihood services to 1,000 families in Côte d'Ivoire.(104)
Survey on Child Labor in West African Cocoa Growing Areas (2012–2015)	\$1.9 million USDOL-funded, 3-year research project implemented by the Payson Center for International Development at Tulane University. Supported the collection of nationally representative survey data on child labor in Côte d'Ivoire and Ghana to assess the prevalence of the worst forms of child labor in cocoa-growing areas.(68, 105, 106) Coordinated with the Government and worked with government statistical experts from Côte d'Ivoire to build the country's capacity to implement future child labor surveys.(68) Conducted a nationally representative survey in the cocoa sector during the 2013–2014 harvest season survey.(9, 68, 106)
Assessing Progress in Reducing Child Labor in Cocoa-Growing Areas of Côte d'Ivoire and Ghana (2015–2019)*	\$3 million USDOL-funded, 4-year project implemented by NORC at the University of Chicago. Evaluates and measures progress to reduce child labor in the cocoa sectors of Côte d'Ivoire and Ghana.(107) Includes a mapping of stakeholder interventions to reduce child labor in the cocoa sector, an assessment of the effectiveness of funded efforts to reduce child labor, and a survey of the incidence of child labor in cocoa-growing areas of Côte d'Ivoire and Ghana in the 2018–2019 growing season.(107, 108)
Eliminating Child Labor in Cocoa (2015–2019)*	\$4.5 million USDOL-funded, 4-year project implemented by International Cocoa Initiative. In support of the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol, works with communities in Côte d'Ivoire to develop community action plans to address child labor in cocoa-growing areas, provide households with livelihood assistance and occupational safety and health training, and provide at-risk youth with marketable job skills.(109)
Empowering Cocoa Households with Opportunities and Education Solutions (2007–2015)	\$14.5 million World Cocoa Foundation-funded, 8-year project that strengthened cocoa-growing communities by expanding leadership and educational opportunities for youth.(110-112) By the end of the project, provided 6,632 students with 1 year of agricultural training, awarded scholarships to 486 parent-child pairs that was equivalent to 3 years of school-related expenses, built or upgraded 5 teacher resource centers, provided literacy instruction to 5,661 youth and adults, and provided 1,518 teachers and 43 administrators with pre-service and in-service training.(13)
Council of Coffee and Cocoa Platform Public-Private Partnership	Ministry of Agriculture and Ministry of the Economy program that aims to monitor exports, stabilize coffee and cocoa prices, improve productivity, promote rural development, and reduce the prevalence of child labor in the cocoa and coffee sectors.(17, 113-115) Between October 2014 and June 2016, dedicated \$66,500 to an awareness-raising campaign in cocoa-growing communities, constructed 15 school latrines and 6 canteens, distributed 45,000 school kits worth \$420,500, and provided classrooms with 2,825 desks worth \$229,400.(65) Research was unable to determine the amount of funding allocated specifically for 2015.
CocoaAction (2014–2020)	\$400 million World Cocoa Foundation-funded project, in collaboration with the Ministry of Agriculture and the Ministry of the Economy through the Council of Coffee and Cocoa Platform Public-Private Partnership. Aims to increase sustainability in the cocoa sector and to improve the livelihoods of 300,000 farmers in Côte d'Ivoire and Ghana through increased productivity and improved agricultural practices.(116-119) Includes six pillars, one of which aims to eliminate the worst forms of child labor and to increase access to basic education for children in cocoa-growing areas.(116, 118)
Transforming Education in Cocoa Communities (TRECC) (2015–2022)*	\$51 million public-private partnership among the Swiss Government, the Jacobs Foundation, the World Cocoa Foundation, and the Government of Côte d'Ivoire, 7-year project that aims to improve access to education in cocoa-growing areas through the construction of schools.(13) Aligned with the strategy of CocoaAction and led by the CNS, TRECC aims to reach more than 200,000 direct beneficiaries by the conclusion of the project.(13, 119-121)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Nestlé Schools Project (2011–2015)	\$1.5 million Nestlé-funded, 4-year project that built and renovated schools in cocoa-growing areas where children are most vulnerable to child labor.(68, 122) In support of the 2010 Declaration, collaborated with the Ministry of Education to reduce the prevalence of child labor in Côte d'Ivoire's cocoa-growing areas, including by improving children's access to education and increasing household incomes.(68, 95, 96, 123) By the end of the project in March 2015, built 36 schools benefitting 11,663 students.(122)
Creating a Protective Environment for Children in Cocoa-Growing Communities (2012–2016)	\$1 million Mars, Incorporated-funded program that supports the implementation of SOSTECI and the development of community action plans to combat child labor.(124, 125) In support of the 2010 Declaration, collaborated with the Government to reduce the prevalence of child labor in Côte d'Ivoire's cocoa-growing areas, including by improving children's access to education and increasing household incomes.(68, 95, 96, 123)
Promotion of Human Security and Stability in West Africa*†	\$370,000 Government of Japan-funded project implemented by UNODC, which aims to strengthen the capacity of the CNS, to build the capacity of law enforcement officials to combat human trafficking, and to provide specialized equipment to identify victims at border crossings.(126)
Centers for Vulnerable Children†	Approximately 110 MSFWC- and MESAPT-funded social centers and mobile schools throughout the country that receive women and children who are victims of crime or violence, including children who are victims of the worst forms of child labor. International NGOs also operate additional centers that provide meals and basic education.(31, 38)
School Feeding Programst	The Integrated Program for Sustainable School Feeding is a \$42.5 million WFP-funded program that aims to raise school attendance rates in rural areas, particularly among girls, by providing school meals, conditional cash transfers, nutritional supplements, and training for the National Directorate of School Feeding and local school feeding management committees.(127) The Ministry of National Education School Feeding Program aims to provide incentives for school attendance by providing nutritious meals in rural areas using U.S. soy commodities. Meal delivery will begin in the 2016–2017 academic year.(13) The McGovern-Dole School Feeding Program is a \$31 million joint initiative between the WFP and the U.S. Department of Agriculture, in coordination with the Ministry of National Education, which aims to provide meals to 150,000 children in 1,000 rural schools. Girls in fifth and sixth grade who have an attendance rate of more than 80 percent are eligible to receive a 100-pound ration of rice three times per year.(13)
It Takes a Village to Protect a Child*†	Operated by the Office of the First Lady and the CIM, this project will train cooperatives on the Fairtrade Child Labor Standards and project management. Youth will receive training on child rights and 58 children will be selected as youth leaders for local child labor committees.(128)
Emergency Support Project for Basic Education (2012–2016)	\$41.4 million World Bank-funded project that aims to improve access to basic education by constructing and rehabilitating classrooms and school latrines.(129) In 2015, built 638 new primary school classrooms, rehabilitated 167 classrooms, equipped 200 classrooms, and began construction on 141 latrines and water pumps in cocoa-growing areas.(130–132)

* Program was launched during the reporting period.

† Program is funded by the Government of Côte d'Ivoire.

Although the Government of Côte d'Ivoire maintains programs and coordinates with industry, international organizations, NGOs, and other governments to help children working on cocoa farms, the scope of existing programs is insufficient to fully address the extent of the problem.(9, 13, 133) Although SOSTECI has been implemented in several cocoa-growing communities, it has not been expanded throughout the country because it requires a significant amount of resources for implementation.(13, 38, 98) The Government primarily relies on NGOs to provide social services to victims of child trafficking. Research indicates that there is poor coordination among service providers, and the distribution of services throughout the country is uneven.(38)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Côte d'Ivoire (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the labor inspectorate by authorizing the inspectorate to assess penalties.	2014 – 2015
	Significantly increase the number of labor inspectors responsible for enforcing laws related to child labor in accordance with the ILO recommendation.	2009 – 2015
	Build enforcement capacity to address child labor protections for all children, including those who are self-employed or who work in the informal sector.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that labor inspectorates and criminal law enforcement agencies receive adequate funding to proactively conduct inspections and investigations throughout the country, including in the informal sector, and that penalties are enforced according to the law.	2014 – 2015
	Systematically collect and make publicly available information about criminal law enforcement statistics, including the number of prosecutions initiated and convictions made.	2015
	Establish a mechanism to track cases of child labor identified as a result of calls made to the MSFWC hotline.	2015
	Establish a sufficient number of official border crossings to enable the Government to identify and prevent transnational trafficking activity.	2015
Coordination	Improve coordination by clarifying the respective roles and responsibilities of the CNS and CIM.	2012 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
Social Programs	Improve access to education by eliminating all school-related fees, providing all children with birth certificates, increasing the number of schools and teachers in rural areas, and ensuring that schools are free of physical and sexual abuse.	2011 – 2015
	Replicate and expand models, such as SOSTECI, for addressing exploitative child labor for effective implementation of government policies to combat the worst forms of child labor, including efforts to reduce child trafficking and forced labor in agriculture and domestic work.	2009 – 2015
	Ensure that victims of the worst forms of child labor are able to access services throughout the country.	2015

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In 2015, Djibouti made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government drafted an updated National Action Plan on Trafficking in Persons and legislation to strengthen the legal framework on human trafficking. In addition, the Government funded and participated in programs that include the goal of eliminating or preventing child labor. However, children in Djibouti are engaged in child labor, including in street work, and in the worst forms of child labor, including in commercial sexual exploitation. The law neither establishes a minimum age for hazardous work nor fully protects children from all forms of commercial sexual exploitation. Law enforcement efforts were inadequate to prevent and combat child labor, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Djibouti are engaged in child labor, including in street work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-4) Table 1 provides key indicators on children's work and education in Djibouti.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	12.3 (23,693)
Attending School (%)	5-14 yrs.	67.4
Combining Work and School (%)	7-14 yrs.	10.2
Primary Completion Rate (%)		63.7

Source for primary completion rate: Data from 2015, published by the UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Multiple Indicator Cluster Survey 3, 2006.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Caring for livestock* (1, 2) Farming,* activities unknown (2)
Services	Domestic work† (1, 2, 7) Street work, including shining shoes,* washing and guarding cars,* cleaning storefronts,* sorting merchandise,* collecting garbage,* begging, and selling items, including khat* (1, 2, 4, 7) Working in restaurants, small shops, and family businesses (1, 2, 7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (1, 2, 8, 9) Forced domestic work and begging, sometimes as a result of human trafficking* (1-3) Use in illicit activities, including theft* (2, 3)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Research found an increase in children, younger than in previous years, who migrated through Djibouti from Ethiopia, Somalia, and Eritrea to reach Yemen and other locations in the Middle East.(3) Limited evidence suggests children, including undocumented migrant girls, experience commercial sexual exploitation in Djibouti City and the Ethiopia-Djibouti trucking corridor.(2, 9) Girls from poor Djiboutian families may engage in commercial sexual exploitation as a means of income.(1) Limited evidence suggests older children sometimes exploit younger children in commercial sexual exploitation.(2, 3)

While primary and middle school are tuition-free, other expenses may be prohibitive for poor families.(2) Enrollment rates are lower for girls, children living in rural areas, and children living in poverty.(2, 10)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Djibouti has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 5 of the Labor Code (11)
Minimum Age for Hazardous Work	No		
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 110 of the Labor Code (11)
Prohibition of Forced Labor	Yes		Articles 2 and 290 of the Labor Code; Article 23 of the Law Regarding Terrorism and Other Serious Crimes (11, 12)
Prohibition of Child Trafficking	Yes		Articles 2 and 6 of the Law on the Fight Against Human Trafficking; Article 23 of the Law Regarding Terrorism and Other Serious Crimes (12, 13)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 394 and 463 of the Penal Code (14)
Prohibition of Using Children in Illicit Activities	Yes		Article 461 of the Penal Code (14)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	National Army Amendment Decree (15)
Compulsory Education Age	Yes	16	Article 4 of the Law on the Orientation of the Education System (16)
Free Public Education	Yes		Article 16 of the Law on the Orientation of the Education System (16)

* No conscription (17)

During the reporting period, the Government drafted new legislation that strengthens the legal framework on human trafficking. The law prohibits all forms of human trafficking and prescribes sufficiently stringent penalties; however, contrary to international legal standards, it requires an element of force, fraud, or coercion for child sex trafficking offenses. The law was not passed by the end of the reporting period.(18)

The law's minimum age provisions do not apply to children working outside formal employment relationships.(11, 19)

The Labor Code prohibits the employment of children between ages 16 and 18 in domestic work, hotels, and bars; however, the types of hazardous work prohibited for children do not include street work, an area where there is evidence of work in an unhealthy environment which may expose children to hazardous substances, agents, or processes damaging to their health.(11, 19)

The law does not sufficiently prohibit the commercial sexual exploitation of children because using and offering a child for prostitution, pornography, and pornographic performances are not criminally prohibited. Additionally, the law does not criminally prohibit possessing child pornography and procuring and benefiting from a monetary or in-kind transaction involving the sexual exploitation of a child for the production of pornography and for pornographic performances.(14)

The Penal Code criminalizes the use of children to commit crimes; however, the law does not criminalize using, procuring, and offering a child in both the production and trafficking of drugs.(14)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce all labor laws, including child labor laws and regulations.(4)
National Police, including the Vice Squad	Enforce criminal laws and investigate criminal offenses related to the worst forms of child labor.(20)
Ministry of Justice	Prosecute child labor cases after they have been referred by the MOL.(4)
National Commission on Human Rights	Receive complaints and investigate cases of human rights violations, including the worst forms of child labor.(21, 22) Assist victims in obtaining legal aid to prosecute violators.(21)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Djibouti did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	4 (20)	13 (18)
Inspectorate Authorized to Assess Penalties	Unknown	Yes (4)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (18)
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	No (18)
Number of Labor Inspections	Unknown	30 (18)
■ Number Conducted at Worksite	Unknown	30 (18)
■ Number Conducted by Desk Reviews	Unknown	0 (18)
Number of Child Labor Violations Found	0 (20)	0 (4)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Unknown	No (4)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	No (20)	Yes (18)
Unannounced Inspections Conducted	N/A	No (18)
Complaint Mechanism Exists	No (20)	No (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (20)	No (4)

In 2015, the Government found the number of labor inspectors inadequate. According to the MOL, the labor inspectorate has insufficient funding and training to adequately enforce child labor laws.(2, 4)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Djibouti took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (23)
Number of Investigations	Unknown (20)	0 (4)
Number of Violations Found	Unknown	N/A
Number of Prosecutions Initiated	0 (20)	0 (4)
Number of Convictions	0 (20)	0 (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (20)	No (4)

In 2015, the Vice Squad included four officers, but they lacked sufficient training and resources to effectively enforce laws related to the worst forms of child labor.⁽⁴⁾ The Government collaborated with international organizations to train law enforcement officials on the definitions of human trafficking versus smuggling, and issues related to the protection of unaccompanied migrant children.⁽²³⁾ However, no child victims were identified or referred to social services.⁽⁴⁾

The Government continued to detain street children, including potential child trafficking victims, following sweeps to clear the streets in advance of holidays and national events. After detention, immigration officials transported children identified as Ethiopian or Somali to the Ethiopian border, leaving them abandoned and vulnerable to re-trafficking.⁽³⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a Senior Human Trafficking Taskforce, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Human Trafficking Taskforce	Coordinate efforts to combat human trafficking. Led by the Ministry of Justice. ⁽³⁾
National Council for Children (CNE)	Promote children's rights and oversee the implementation of the National Strategic Plan for Children in Djibouti (PASNED). Members include six ministers, two representatives of the Youth Parliament, two representatives of the private sector, and two representatives of women's associations. ⁽²⁴⁾

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Djibouti has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
PASNED (2011–2015)	Aims to create a protective environment for all children to ensure the protection of their human rights and equitable access to basic services. Interventions to combat the worst forms of child labor include a study on the worst forms of child labor, awareness campaigns, and social services for victims of human trafficking and other worst forms of child labor. ^(25, 26)
National Action Plan on Trafficking in Persons (2014–2020)	Aims to strengthen the legislative framework to combat human trafficking, protect and assist human trafficking victims, and establish a national referral mechanism between law enforcement officials and social service providers. ⁽²⁷⁾ In 2015, the Ministry of Justice drafted an updated plan that extends the Government's anti-human-trafficking strategy through the year 2020. ⁽²³⁾
UNDAF (2013–2017)	Provides access to basic social services in order to protect children against all forms of violence and exploitation. Includes plans for boys and girls in both rural and urban areas to have equal and quality access to basic education. ⁽²⁸⁾

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Strategy (2013–2017)*	Supports street children and other marginalized populations through an emphasis on protecting the rights of children and developing social programs.(1, 29)
Education Sector Strategic Plan (2014–2017)*	Incorporates strategies to address the needs of children who have not previously attended school and children living in the most impoverished areas.(29)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Djibouti funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description and Objectives
Strengthening the National Criminal Justice System's Response to Trafficking in Persons in Djibouti*	\$500,000 USDOS-funded program, implemented by UNODC in partnership with the Government, to establish a national referral mechanism for victims of human trafficking, establish a mechanism for data collection, raise awareness of human trafficking, and conduct law enforcement trainings.(23)
National Family Solidarity Program*†	Government-funded program implemented by the State Secretariat for National Solidarity that establishes cash transfers to support Djiboutian households in extreme poverty.(30)
UNICEF Country Program (2013–2017)	UNICEF program in collaboration with the Government that promotes access to quality education for children, especially from rural and poor urban areas, increases birth registration, and provides support for orphans and vulnerable children.(29, 31)
Humanitarian Action for Children	UNICEF-funded program in partnership with the Government that identifies the needs of vulnerable women and children. In 2015, the program provided migrant and street children with access to non-formal education, vocational training, and recreational activities.(32)
IOM Program	IOM program in partnership with the Government to address the risks of irregular migration, including a Migrant Response Center along the route most frequently traveled by undocumented migrants from Somalia and Ethiopia on their way to Yemen.(1, 20, 23) In 2015, the program worked with local and international actors to identify appropriate solutions for unaccompanied and separated children who were victims of human trafficking or at risk of being trafficked upon arrival in Djibouti after conflict broke out in Yemen. The program reintegrated and rehabilitated a number of children into their communities of origin in Ethiopia.(33)
Enhancing Income Opportunities Program (2015–2019)*	World Bank-funded program in partnership with the Government that aims to provide training and business opportunities for youth. One objective is to provide at least 2,200 youth with basic life-skill training and coaching in business plan development and link these youth with technical training centers.(34)
Access to Quality Education Project	Global Partnership for Education-funded program in collaboration with the World Bank and Government to improve the learning environment in the first 3 years of primary education.(10, 35) Aims to construct classrooms, rehabilitate and extend schools in rural areas, train teachers, procure student learning materials, and distribute hearing aids and glasses to students who need them.(10)
School Meal Program	WFP-funded project in partnership with the Government that provides daily meals at schools in rural parts of Djibouti for 15,000 children. Distributes take-home rations to girls to encourage regular school attendance.(36)
Urban Poverty Reduction Program	African Development Bank program implemented by the Government to promote socioeconomic development in Djibouti's towns and cities, where the majority of working children live.(29, 37)

* Program was launched during the reporting period.

† Program is funded by the Government of Djibouti.

Although the Government of Djibouti has implemented programs that target migrant and street children, research found no evidence that it has carried out programs specifically designed to assist children involved in domestic work and commercial sexual exploitation.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Djibouti (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish a minimum age for hazardous work and ensure that the hazardous occupations and activities prohibited for children are comprehensive.	2009 – 2015
	Ensure that all children are protected by law, including children working outside formal employment relationships.	2015
	Ensure that laws criminally prohibit using and offering a child for prostitution, pornography, and pornographic performances; possessing child pornography; and procuring and benefiting from a monetary or in-kind transaction involving the sexual exploitation of a child for the production of pornography and for pornographic performances.	2012 – 2015
	Ensure that using, procuring, and offering a child in both the production and trafficking of drugs are criminally prohibited.	2015
Enforcement	Make law enforcement information publicly available, including the labor inspectorate's funding and training for criminal investigators.	2010 – 2015
	Strengthen the labor inspectorate by training new employees and providing refresher courses, initiating routine inspections, and establishing a mechanism to receive child labor complaints.	2015
	Provide additional resources to the labor inspectorate and criminal law enforcement agencies so that more inspectors and officers can be hired and receive adequate training, including on identifying victims of child labor, commercial sexual exploitation, and human trafficking.	2011 – 2015
	Cease the detention of street children and establish referral mechanisms between labor and criminal law enforcement agencies and social service providers so that exploited children, particularly victims of child trafficking, receive the appropriate care and reintegration services.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2015
Social Programs	Conduct research to determine the activities carried out by children working in agriculture in order to inform policies and programs.	2013 – 2015
	Ensure that all vulnerable children, particularly girls, have access to education.	2015
	Implement programs to specifically address children involved in domestic work and commercial sexual exploitation.	2009 – 2015

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Dominica

MINIMAL ADVANCEMENT

In 2015, Dominica made a minimal advancement in efforts to prevent the worst forms of child labor. The Government held consultations with labor unions and employers to discuss drafting a list of hazardous occupations for children and continued to support programs to reduce poverty and ensure access to education. Although research found no evidence that child labor, including its worst forms, exists in Dominica, no recent study of child labor has been done to confirm this. The Government's ability to prevent children from becoming engaged in exploitative work is limited due to exceptions to the minimum age for hazardous work and a lack of prohibitions against the use of children in prostitution, pornography, or pornographic performances or the use of children in illicit activities, including producing and trafficking of drugs.






I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Dominica.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Dominica has ratified all key international conventions concerning child labor (Table 1).

Table 1. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Articles 2 and 46 of the Education Act 1997 (2)
Minimum Age for Hazardous Work	Yes	18	Articles 2, 4, 5, and 7 of the Employment of Women, Young Persons, and Children Act (3)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 2, 4, 5, and 7 of the Employment of Women, Young Persons, and Children Act (3)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Sections 2, 8, 10, and 13 of the Transnational Organized Crime (Prevention and Control) Act (4, 5)
Prohibition of Child Trafficking	Yes		Sections 2, 8, 10, and 13 of the Transnational Organized Crime (Prevention and Control) Act (5)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 2, 10 and 13 of the Transnational Organized Crime (Prevention and Control) Act; Article 18 of the Sexual Offenses Act (5, 6)

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	16	Article 2 of the Education Act 1997 (2)
Free Public Education	Yes		Article 15 of the Education Act 1997 (2)

† No standing military.(7)

Article 46 of the Education Act prohibits the employment of children ages 5 to 16 during the school year, but allows students ages 14 and older to work during school vacations or in school-sponsored employment training programs without defining the conditions, specific activities, or number of hours permissible for light work.(2) Article 7 of the Employment of Women, Young Persons, and Children Act prohibits children under age 18 from working at night, unless they are working with members of their family, but includes exceptions for children over age 16 to perform night work in certain industries or in case of emergencies without including provisions to ensure that they receive proper training or that their health, safety and morals will be protected. (3) During the reporting period, the Government held consultations with labor unions and employers to discuss drafting a list of hazardous occupations for children.(1, 8) The Government of Dominica has yet to enact laws or regulations explicitly prohibiting the use of children in prostitution, pornography, pornographic performances, or illicit activities, including the production and trafficking of drugs.(9)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of National Security, Labor, and Immigration (MNSLI)	Conduct inspections and enforce laws related to child labor. Authorized to conduct unannounced inspections at any location with employees and take legal action against employers violating child labor laws. Report children found in exploitative labor situations to police and social services.(1, 10, 11)
Ministry of Health (MOH)	Conduct inspections and enforce laws related to child labor. Report children found in exploitative labor situations to police and social services.(10, 11)
Police Force	Enforce criminal laws, including those related to child labor.(11)
Social Welfare Division, Ministry of Social Services, Family, and Gender Affairs	Provide social services, including education, housing, counseling, and financial aid in child labor cases. (1, 10, 12)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Dominica took actions to combat child labor, including its worst forms (Table 4).

Table 4. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (10)	Unknown (1)
Number of Labor Inspectors	4 (10)	5 (1)
Inspectorate Authorized to Assess Penalties	Yes (10)	Yes (1)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (13)	No (13)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (13)	No (13)

Table 4. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	Unknown (10)	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (10)	0 (1)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (13)	Yes (13)
■ Routine Inspections Targeted	No (10)	No (1)
Unannounced Inspections Permitted	Yes (10)	Yes (1)
Unannounced Inspections Conducted	Yes (13)	Yes (13)
Complaint Mechanism Exists	Yes (14)	Yes (1, 14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (11)	Yes (1)

In addition to the 5 labor inspectors employed by the Ministry of National Security, Labor, and Immigration (MNSLI), the Ministry of Health (MOH) employs 17 health and safety inspectors and 12 fire inspectors who also inspect for labor violations.⁽¹⁾ Government officials report that while the number of labor inspectors is sufficient to inspect labor violations, too few technical officers are available to effectively enforce labor laws.⁽¹⁾

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Dominica did not take actions to combat the worst forms of child labor (Table 5).

Table 5. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (10)	No (1, 10)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	No (10)	No (1)
Number of Investigations	0 (10)	0 (1)
Number of Violations Found	0 (10)	0 (1)
Number of Prosecutions Initiated	0 (10)	0 (1)
Number of Convictions	0 (10)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (10)	Yes (1)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms; however, a review found no evidence of current research on the worst forms of child labor in Dominica.^(10, 14) In 2015, the Government of Dominica funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 6).

Table 6. Social Programs to Address Child Labor

Program	Description
Basic Needs Trust Fund (1979–2015)	Caribbean Development Bank-implemented program to reduce poverty through livelihood services, improved infrastructure, capacity-building projects, and technical services.(14, 15)
Education Trust Fund†	Ministry of Education (MOE) program that provides financial assistance for textbooks, transportation, and registration and exam fees to students in secondary school who would otherwise be unable to complete their education.(11, 16)
School Textbook Provision Scheme†	MOE program that subsidizes the cost of textbooks for primary and secondary school students.(11, 17)
School Feeding Program†	MOE program that provides lunch to primary school students in targeted areas.(11, 18)
CHANCES†	Ministry of Social Services, Family, and Gender Affairs program, supports an emergency residential shelter to provide short-term services to abused and neglected children. May accept victims of the worst forms of child labor.(1, 10, 13, 19)
Break the Silence Awareness Program† (2013–2015)	Ministry of Social Services, Family, and Gender Affairs program, raises awareness and encourages reporting of child abuse cases.(1) Managed by the Child Abuse Prevention Unit in the Social Welfare Division.(19)

† Program is funded by the Government of Dominica.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Dominica (Table 7).

Table 7. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Define the conditions, activities, and number of hours permissible for light work.	2014 – 2015
	Ensure that the minimum age for night work is 18 for all children or that children receive adequate training and that the health, safety, and morals of children are protected.	2015
	Enact legislation to expressly prohibit child prostitution and the using, procuring, or offering of a child for the production of pornography or pornographic performances.	2011 – 2015
	Prohibit the use of children in illicit activities, including the production and trafficking of drugs.	2014 – 2015
Enforcement	Make information for the MNSLI and the MOH regarding the annual funding levels and number of labor inspections publicly available.	2014 – 2015
	Employ a sufficient number of technical officers to provide adequate labor law enforcement.	2015
	Ensure that labor inspectors and criminal investigators receive training on the worst forms of child labor.	2015
Social Programs	Conduct research to determine whether any of the worst forms of child labor exist in Dominica.	2014 – 2015

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Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

In 2015, the Dominican Republic made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, the Dominican Republic is receiving this assessment because it continued a practice that delayed advancement in eliminating the worst forms of child labor. Some children, particularly those of Haitian descent, were prohibited by school officials from attending or completing school if they could not present birth certificates or other identifying documents, making them more vulnerable to the worst forms of child labor. This practice continued despite Dominican law and policies that prohibit the exclusion of children from the educational system based on a lack of identity documents. Otherwise, the

Government made efforts by launching the social program Progressing Together and expanding the Extended School Day Program. Children in the Dominican Republic are engaged in the worst forms of child labor, including in agriculture and commercial sexual exploitation sometimes as a result of human trafficking. The National Steering Committee to Eliminate Child Labor and its Local Committees appear to lack sufficient resources to effectively coordinate efforts to address child labor. In addition, social programs for victims of harmful agricultural work and commercial sexual exploitation do not appear to address the scope of these problems.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Dominican Republic are engaged in the worst forms of child labor, including in agriculture and commercial sexual exploitation sometimes as a result of human trafficking.(1-3) In 2015, the Government published principal results from the 2014 National Multipurpose Household Survey (ENHOGAR), which was partially funded by UNICEF and used to generate information on child labor.(4) Table 1 provides key indicators on children's work and education in the Dominican Republic.

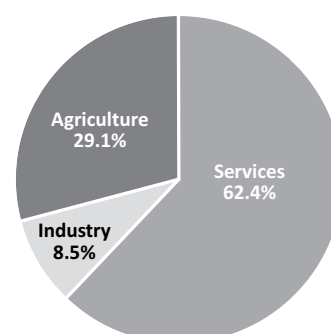
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	5.3 (54,850)
Attending School (%)	5-14 yrs.	96.1
Combining Work and School (%)	10-14 yrs.	4.8
Primary Completion Rate (%)		90.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Hogares de Propósitos Múltiples (ENHOGAR) Survey, 2011.(6)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting sugarcane,† collecting cut cane,† planting sugarcane,† and clearing land for sugarcane production (7-14)
	Producing coffee, rice, tomatoes, beans,* corn,* garlic,* onions,* and potatoes* (15-22)
Industry	Producing baked goods (23)
	Mining† for larimar* (a blue stone often used for jewelry) (23, 24)
	Construction,*† activities unknown (23, 25)

Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Street work, including vending,† shining shoes, washing car windows, and transporting packages in markets* (2, 3, 9, 17, 20, 26)
	Working in restaurants, bars,† cantinas,† and coffee shops (23)
	Transporting and selling alcohol,† including Haitian rum, at border areas* (27)
	Working in beauty salons* (2)
	Working in woodworking shops,* auto repair shops,* and welding shops* (20-22)
	Scavenging in landfills (20, 28, 29)
	Domestic work in third-party homes (9, 17, 23, 30)
Categorical Worst Forms of Child Labor‡	Forced domestic work sometimes as a result of human trafficking (1, 17, 31)
	Forced labor in agriculture and begging each sometimes as a result of human trafficking (17, 31-35)
	Forced labor in waste picking,* shining shoes,* and washing car windows* (20)
	Commercial sexual exploitation sometimes as a result of human trafficking (1, 13, 20, 36, 37)
	Use in illicit activities, including drug trafficking sometimes as a result of human trafficking (1, 20, 27, 33, 38)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Children in the Dominican Republic are exploited in commercial sexual exploitation, particularly in touristic locations and major urban areas.(1, 31, 35, 39) The porous border between Haiti and the Dominican Republic has allowed some children to be trafficked into the Dominican Republic, where they have been engaged in commercial sexual exploitation or forced to work in agriculture, domestic service, or begging.(31, 32, 34, 39-42) Some reports indicate that children have also been forced to engage in waste picking, shining shoes, and washing car windows, for which they must meet earnings quotas, and that some children involved in these activities have turned to commercial sexual exploitation to satisfy unmet quotas.(20, 43) Some children, including Haitian children and Dominican-born children of Haitian descent, work in sugarcane production, often alongside their parents, and live in communities that often lack adequate housing and basic services.(3, 7-14, 17, 44)

Children of parents with irregular migration status are particularly vulnerable to labor exploitation, often due to a lack of identifying documentation.(17, 45) The Dominican Constitution establishes that children born in the Dominican Republic to parents that are “in transit” are not Dominican citizens.(46) In 2013, the Dominican Constitutional Tribunal interpreted this “in transit” provision to mean that only children born in the Dominican Republic to Dominican parents are Dominican citizens, and upheld the definition of “in transit” persons to include, among others, foreign labor migrants. The Tribunal also ordered the Central Electoral Board to audit the civil registry from 1929 to 2007 to make it consistent with this interpretation, which led to the loss or suspension of Dominican citizenship for the children of “in transit” parents listed in the civil registry, most of whom were of Haitian descent.(3, 44, 47-49)

In May 2014, the Government passed a naturalization law (Law 169-14), which mandated that citizenship should be restored for the 54,307 individuals identified in the audit who were born to “in transit” parents between 1929 and 2007; however, by September 2015, the Government had reissued birth certificates to only 25 percent of these individuals.(3) The law also created a path to citizenship for individuals who were born in the Dominican Republic to “in transit” parents prior to 2007 and who were never listed in the civil registry.(3, 50-53) Under this law, an estimated 55,000 to 80,000 persons, who are predominantly of Haitian descent, could have applied for citizenship through naturalization; however, only 8,755 applied before the February 1, 2015 application deadline.(3, 51, 53, 54) In August 2014, the Inter-American Court of Human Rights (IACHR) ruled that Articles 6, 8, and 11 of Law 169-14, which regulate legal personhood and nationality in the Dominican Republic, were incompatible with the Government’s duties under the American Convention on Human Rights. These duties include providing freedom against discrimination under the law based on race, color, or national origin, as well as the right to nationality in the state of one’s birth when the right to another nationality cannot be fulfilled.(39, 55-58) In October 2014, the Government

stated it rejected the IACHR’s ruling; however, the Dominican Republic remains a party to the American Convention of Human Rights.(59)

In addition to Law 169-14, in November 2014, the Government enacted the National Plan to Regularize Foreigners, which created a path to temporary legal residency for individuals born in the Dominican Republic to “in transit” parents after 2007, as well as for persons who entered the country irregularly at any time. Individuals born prior to 2007 who could not meet the requirements for naturalization under Law 169-14 were eligible to apply for temporary legal residency under this Plan.(3, 51, 54) On August 1, 2015, the eligibility of these individuals to apply for regularization under the Plan expired. Individuals who did not apply under the Plan can still apply for regularization pursuant to the more extensive requirements of the General Law on Migration or can be subject to deportation under the same law.(3, 48, 53, 54, 60) Although approximately 240,000 individuals were granted temporary legal residency status under the Plan, IOM reported that approximately 280,000 individuals with irregular residency status, the majority of whom are Dominican-born persons of Haitian descent, did not apply.(3, 61) Misunderstandings related to the application process for obtaining identity documents, as well as costs associated with this process, for example to travel to government offices, hindered the acquisition of identity documents under the Plan.(62) Individuals, including children, with irregular residency status who did not apply for regularization under the Plan are at an increased risk of labor exploitation.(1)

On August 14, 2015, the Government began involuntary repatriations of individuals with irregular residency status to Haiti.(3, 61, 63) By January 2016, the Government reported that it had deported 13,756 individuals.(64) IOM reported that from June 2015 to January 2016, 37,836 individuals also migrated spontaneously to Haiti, including 970 unaccompanied minors.(64) Unaccompanied migrant children are vulnerable to human trafficking and commercial sexual exploitation. Children who remain in the Dominican Republic after their parents have been deported to Haiti, or who left the Dominican Republic for Haiti, are also vulnerable to the worst forms of child labor. In addition, children of parents who have been deported to Haiti, or who voluntarily left the Dominican Republic for Haiti, may reside in makeshift camps in Haiti along the Dominican border that lack basic social services and schools, increasing the likelihood that these children engage in child labor, including its worst forms.(63, 65)

National law guarantees free public education and requires that all children attend school until age 18.(3, 46, 66) In addition, national law prohibits the exclusion of children from the educational system based on a lack of identity documents.(67, 68) However, in practice, some primary and secondary schools in the public system deny access to children who cannot present birth certificates or identity documents.(3, 15, 44, 69, 70) This practice puts these children in precarious situations where they are more likely to work. In addition, some secondary schools may permit access without birth certificates, but require such documentation for the national exams required to obtain high school diplomas.(70-72) Without the opportunity to receive high school diplomas, pursue higher education, and with limited access to formal sector work as adults, children without identity documents have less incentive to remain in school. This may increase the likelihood that these children engage in child labor, including its worst forms.(17, 30, 31, 35, 70, 73-77) Research could not determine whether a lack of identity documents hinders access to vocational training opportunities. In 2013, the Government reported that 16 percent of children younger than age 4, and 10 percent of children ages 4 to 9, lacked birth documents.(3)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Dominican Republic has ratified all key international conventions concerning child labor (Table 3).



Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
	✓
ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓

Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In May 2015, the Government ratified ILO Convention 189 on Decent Work for Domestic Workers. ILO Convention 189 requires signatories to specify a minimum age of employment for domestic workers, as well as ensure that work performed by domestic workers who are under the age of 18 and above the minimum age for work does not deprive them of compulsory education, or interfere with opportunities to participate in further education or vocational training.(78)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 245 of the Labor Code; Article 40 of the Code for the Protection of Children and Adolescents (67, 79)
Minimum Age for Hazardous Work	Yes	18	Sections 1 and 2 of the Resolution on Hazardous Work for Persons Under Age 18; Article 251 of the Labor Code (79, 80)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 1–3 of the Resolution on Hazardous Work for Persons Under Age 18 (80)
Prohibition of Forced Labor	Yes		Articles 1, 3, and 7 of the Law Against Migrant Smuggling and Trafficking in Persons; Articles 25 and 409 of the Code for the Protection of Children and Adolescents; Articles 40 and 41 of the Constitution (46, 67, 81)
Prohibition of Child Trafficking	Yes		Articles 1, 3, and 7 of the Law Against Migrant Smuggling and Trafficking in Persons; Articles 25 and 409 of the Code for the Protection of Children and Adolescents; Article 41 of the Constitution (46, 67, 81)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 25 and 408–411 of the Code for the Protection of Children and Adolescents; Article 24 of the Law on Technological Crime (67, 82)
Prohibition of Using Children in Illicit Activities	Yes		Article 85 of the Law on Drugs and Controlled Substances (83)
Minimum Age for Compulsory Military Recruitment	N/A*		Articles 96, 97, 231 and 232 of the Organic Armed Forces Law (84)
Minimum Age for Voluntary Military Service	Yes	18†	Articles 26 and 96–97 of the Organic Armed Forces Law (84)
Compulsory Education Age	Yes	18‡	Article 63 of the Constitution; Articles 33, 35, 37, and 40 of the Organic Law of Education; Articles 45 and 46 of the Code for the Protection of Children and Adolescents (46, 66, 67)
Free Public Education	Yes	18‡	Article 63 of the Constitution; Articles 33, 35, 37, and 40 of the Organic Law of Education; Ministry of Education Circular No. 18 of 2011; Articles 45 and 46 of the Code for the Protection of Children and Adolescents (46, 66–68)

* Articles 96, 231 and 232 of the Organic Armed Forces Law (No. 139-13) state that there is no conscription in peacetime and that compulsory military recruitment may be authorized in situations of national defense or emergency. However, it is unclear whether Dominican law establishes a minimum age for compulsory military recruitment in these situations.(84)

† The minimum age for voluntary military service is 18. However, children ages 16 to 18 may enlist for training with parental consent.(84)

‡ Age calculated based on available information.(46, 66)

In December 2014, the Government passed a new Penal Code that, among other provisions, increased penalties for the commercial sexual exploitation of children to 10 to 20 years of imprisonment, and in aggravated circumstances to 20 to 30 years of imprisonment.(85) However, in December 2015, the Dominican Constitutional Tribunal ruled that Law 550-14, which instituted the new Penal Code, was unconstitutional, leaving the 1884 Penal Code in force.(86, 87) Under Article 410 of the Code for the Protection of Children and Adolescents, penalties for the commercial sexual exploitation of children are 3 to 10 years of imprisonment.(67) UNICEF has stated that penalties for the commercial sexual exploitation of children in the Dominican Republic should be strengthened.(2)

Article 2 of the Resolution on Hazardous Work for Persons Under Age 18 specifies activities that the Government deems hazardous and prohibits them for children under age 18. Article 3 of the same Resolution allows children ages 16 to 18 to engage in some hazardous activities, such as the use of industrial machines, as part of vocational training programs and only when properly trained, supervised, and protected.(80) Despite these protections, Article 251 of the Labor Code sets the general minimum age for hazardous work at 16.(79) The ILO has called upon the Government to amend the Labor Code to ensure that children ages 16 to 18 who are permitted to engage in hazardous activities are fully protected.(88)

The Dominican Constitution states that initial, basic, and secondary education are free and compulsory but does not specify ages for this schooling.(46) The Organic Law of Education states that initial education serves children up to age 6, where basic education typically begins, and that basic education lasts for 8 years. The Organic Law of Education states that secondary education lasts for an additional 4 years, making the calculated age for compulsory education 18.(66)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MT)	Lead government efforts to eliminate child labor; conduct labor inspections to identify and document offenses; and direct the Child Labor Unit (UTI) to investigate and reduce child labor, in part through the National Information System for Monitoring Child Labor (INFOSITI).(9, 20, 76, 89, 90) Implement the MT's Institutional Strategic Plan (2013–2016), which outlines objectives to improve the number and quality of labor inspections overall, offer better service to workers, coordinate Labor Code reform, integrate the UTI into existing enforcement efforts, and provide improved vocational training for vulnerable populations, including children.(9)
National Council for Children and Adolescents (CONANI)	Promote policies to eradicate all forms of violence against children, including child labor, as well as improve the employability of young people.(76, 91) Coordinate with the MT to protect children against labor exploitation and enforce labor laws.(9, 92) Receive victims of child labor through 43 municipal-level offices for psychological evaluation and refer them for services.(91, 92) Run regional and municipal-level workshops on preventing and addressing the commercial sexual exploitation of children.(92) Created through the Code for the Protection of Children and Adolescents.(67)
Office of the Attorney General (AG)	Prosecute crimes involving children, including criminal violations of child labor laws. Oversee the Special Prosecutor for Migrant Smuggling and Human Trafficking, which uses a team of specialized investigators to investigate the commercial sexual exploitation of children and other worst forms of child labor; alleged violations may be communicated to the Specialized Prosecutor through a hotline.(20, 92)
National Police's (PN) Trafficking in Persons Unit and the Directorate of Migration (DGM)	Enforce criminal laws, including those prohibiting and punishing the worst forms of child labor, and coordinate with the AG in the prosecution of perpetrators. Under the Ministry of the Interior.(9)
Specialized Corps for Tourist Safety	Prevent child sex abuse and commercial sexual exploitation in touristic areas, rescue minors, and arrest and bring to justice child sex offenders. Overseen by the Ministry of Defense.(91)

Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in the Dominican Republic took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$4.5 million (20, 92)	\$4.5 million (2, 21)
Number of Labor Inspectors	176 (20, 92)	186 (2, 21)
Inspectorate Authorized to Assess Penalties	No (20)	No (2, 21)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (92)	Yes (2, 21)
Number of Labor Inspections	79,129 (93)	92,644 (93)
■ Number Conducted at Worksites	Unknown	92,644 (21, 93)
■ Number Conducted by Desk Reviews	Unknown	0 (21)
Number of Child Labor Violations Found	416 (92)	211 (2)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (92)	Yes (2)
■ Routine Inspections Targeted	Yes (92)	Yes (2, 21)
Unannounced Inspections Permitted	Yes (92)	Yes (2, 21)
Unannounced Inspections Conducted	Yes (92)	Yes (21)
Complaint Mechanism Exists	Yes (92)	Yes (21)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

According to the Ministry of Labor (MT), additional funding and resources are needed to increase the number, efficiency, and quality of labor inspections.(2, 21) During the reporting period, the MT employed 186 labor inspectors, 10 more than in 2014. Reports indicate that this number of inspectors is still inadequate to meet the need for inspections nationwide.(2, 20) According to the ILO's recommendation of 1 inspector for every 15,000 workers in industrializing economies, the Dominican Republic should employ roughly 329 inspectors to adequately enforce labor laws throughout the country.(94-96)

The MT's process for labor inspections includes a preliminary visit, during which inspectors inform employers of violations and establish periods for remediation but do not issue fines. Upon expiration of the remediation periods, inspectors conduct re-inspections to determine whether the violations have been remedied.(79, 97, 98) If re-inspections find that the identified violations persist, the MT files infraction reports with the local office of the MT, which then transfers the infraction reports to the relevant local court for adjudication.(79, 97, 98) This two-tiered inspection process puts a strain on the Inspectorate's limited human and financial resources and may not sufficiently deter employers from exploiting children in the workplace, particularly in remote rural areas where re-inspections are more difficult and less consistent. Furthermore, the lack of published information on the results of inspections prevents a complete understanding of how effective this inspection system is in practice.

Although the 2008 General Inspection Protocol and the 2011 Inspection Protocol for Agriculture instruct inspectors to assess child labor violations by reviewing workers' identity documents and employers' records, making observations, and conducting interviews, the widespread lack of identity documents impedes both inspectors and employers from verifying the ages of workers and guaranteeing that children under age 18 are not participating in dangerous or unhealthy work.(10, 15, 73, 97, 98) The MT has indicated that improvements could be made with respect to how inspectors conduct interviews, ask follow-up questions, and use inspection data to strengthen the inspection system.(15) Moreover, reports indicate that in some cases, Spanish-speaking inspectors working without translation assistance have been responsible for interviewing Creole-speaking workers with limited or no Spanish-language abilities, which has further hindered the efficacy of those inspections.(20)

From January through November 2015, the MT conducted 87,792 labor inspections; of these, 75,328 were regular inspections, which were preventative in nature and conducted unannounced, and 12,464 were special inspections, which were conducted in response to requests or complaints.(2, 21) For all of 2015, the MT conducted a total of 92,644 inspections.(93) During this period, each inspector therefore conducted an average of 498 inspections. This is a high number of inspections conducted by each inspector, and it is unknown whether this high number affects the quality of inspections. Some NGOs and labor unions have reported that inspections are not always conducted immediately after requests are made and that inspection reports often contain errors and contradictions, undermining the credibility of these reports.(2, 20) Reports also indicate that substandard labor inspection reports have hindered the ability of the Office of the Attorney General (AG) to pursue prosecutions on criminal matters involving child labor issues.(20)

In 2015, the Government reported that a total of 211 children were found working in violation of the law. Of these, 149 children were found working in the agricultural sector, including in the cultivation of rice and in the harvesting of coffee, beans, tomatoes, and corn.(2, 21) The Government reported that there were no children found engaged in child labor in the sugar sector. Research could not find the breakdown of where the remaining 62 children were found working illegally.(2, 21) The Government did not report how many of the 211 children found in child labor were removed from work. It is unknown whether the National Council for Children and Adolescents (CONANI) or its municipal offices evaluated these rescued children, provided them with services, or coordinated their return to their homes.(2)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the Dominican Republic took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (20, 43)	Yes (2)
Number of Investigations	Unknown	19 (99)
Number of Violations Found	Unknown	45 (99)
Number of Prosecutions Initiated	12 (20, 92)	Unknown
Number of Convictions	6 (20, 92)	7 (2)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (43)	Yes (2)

In 2015, the AG's Special Prosecutor for Migrant Smuggling and Human Trafficking employed six investigators to conduct investigations regarding the worst forms of child labor, including commercial sexual exploitation. However, reports indicate that its capacity to identify, investigate, and prosecute criminal cases related to the worst forms of child labor is limited due to resource constraints.(2) Similarly, the National Police (PN) maintains a Trafficking in Persons Unit, but reports indicate that it did not investigate trafficking in persons crimes during the reporting period also due mainly to a lack of resources.(2)

In 2015, investigators employed by the AG's Special Prosecutor for Migrant Smuggling and Human Trafficking participated in 19 trainings, 10 of which specifically addressed human trafficking and the commercial sexual exploitation of children.(2) However, the PN's Trafficking in Persons Unit did not receive training, due largely to a lack of resources.(99)

During the reporting period, the AG successfully prosecuted to conviction 14 cases of trafficking in persons that involved a total of 20 defendants. Seven of these cases, with 11 defendants convicted, involved child victims.(2) In the

Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

cases involving child victims, one defendant was sentenced to two years; five defendants were sentenced to three years each; one defendant was sentenced to five years; three were sentenced to 15 years; and one had been convicted but not yet sentenced.(2)

In 2015, the AG reported that it rescued 82 children from alleged cases of human trafficking.(2) The AG is required by interagency agreement and regulations to refer children rescued from human trafficking and other worst forms of child labor to CONANI for services. This may include placement in NGO-run shelters.(2, 43, 99) Research could not determine whether all of the 82 children rescued from the alleged cases of human trafficking in 2015 were referred to CONANI for services. NGOs and government ministries also report that CONANI is severely under-funded and does not have the institutional capacity to meet the demand for services nationwide.(2) In response to this, the AG began working in 2015 to open its own shelter for child victims of human trafficking with funding from NGOs.(2)

Reports indicate that coordination between the MT and the AG has been limited due mainly to a lack of resources and that not all criminal violations identified by the MT have been referred to, and subsequently investigated and prosecuted effectively, by the AG.(9, 16, 20) Although challenges in coordinating criminal law enforcement efforts remain, in 2015 the Government published a protocol on trafficking in persons developed by the Inter-Agency Commission Against Trafficking in Persons (CITIM) and the IOM to address the detection and referral of child and adolescent victims of human trafficking.(99) The protocol was presented to government officials and NGOs at seven conferences throughout the reporting period.(99) In addition, with the support of the Government, UNICEF sponsored various judicial coordination working groups, which met 62 times during the reporting period to coordinate the prosecution of crimes of child sexual exploitation. In addition to the judicial branch, participating governmental agencies in the working groups included the AG, PN, MT, CONANI, and the Ministries of Education and Tourism; NGOs also participated in the working groups.(2)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee to Eliminate Child Labor (CDN)	Develop and promote evidence-based policies to combat child labor and coordinate the efforts of 48 Local and Municipal Committees to implement CDN efforts at the local level. Overseen by the MT and composed of ministerial representatives, including from the UTI, labor union officials, private business leaders, and NGOs. Established through Decree 144-97.(20, 76, 89, 92, 100) In 2015, the CDN met every two months to coordinate government efforts to combat child labor.(2)
Inter-Institutional Commission Against Child Abuse and Commercial Sexual Exploitation	Coordinate and implement actions to combat commercial sexual exploitation and child abuse. Led by CONANI and the MT, and includes representatives from various ministries, the National and Tourism Police, the AG, NGOs, and the Hotel and Restaurant Association, as well as representatives of UNICEF and the ILO as advisors.(9, 20, 91)
Inter-Agency Commission Against Trafficking in Persons (CITIM)	Coordinate government agencies in efforts to combat human trafficking by developing and implementing national plans, collaborating with international organizations and NGOs, developing training and education programs, examining legislative initiatives, and collaborating in the production of reports on human trafficking.(43, 101) Led by the Ministry of Foreign Affairs and comprises 14 government agencies, including the Ministries of Labor, Education, Public Health, and Tourism, as well as the AG and other law enforcement agencies; created through Decree No. 575-07.(43, 101)
Social Policies Coordination Cabinet (GCPS)	Coordinate all social policies and conditional cash transfer programs, such as the Progressing with Solidarity Program. Led by the Vice President.(9, 76)
Local Committees for the Protection and Restitution of Children's Rights	Ensure that children's rights are not being violated; consists of community volunteers in 10 municipalities.(91)

Reports indicate that the Local and Municipal Committees of the CDN face limitations in their coordination efforts due to a lack of resources.(30) Previous reports indicated that the CITIM has not always convened all relevant agencies working on human trafficking issues and that its coordination efforts were limited.(43) Research could not determine whether CITIM met and convened all relevant agencies in 2015.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Dominican Republic has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategic Plan to Eradicate the Worst Forms of Child Labor (PEN) (2006–2016)	Identifies the roles and responsibilities of government agencies and municipal representatives in eradicating the worst forms of child labor. Prioritizes prevention, protection, assistance, and the progressive eradication of the worst forms of child labor.(20, 89, 92, 102)
Roadmap Towards the Elimination of Child Labor in the Dominican Republic	Outlines a plan to eliminate the worst forms of child labor by 2015 and all other types of child labor by 2020.(76, 103) Designates the roles of various government agencies and sets targets and indicators for each area of responsibility, specifically: poverty reduction, health, education, institutional coordination, awareness-raising, and information sharing. Adopted in 2010.(76, 92)
Protocol for the Protection of Children's and Adolescents' Rights in Child Labor	Aims to eliminate child labor in favor of greater school attendance, in part through community workshops that seek to reach 300,000 children and adolescents on child protection issues. Includes a plan to evaluate the country's policy framework on the elimination of child labor as well as the country's compliance with international conventions on child labor.(20, 92)
National Action Plan Against Human Trafficking and the Smuggling of Migrants (2009–2014)	Aims to combat human trafficking and the smuggling of migrants through strategic objectives, including prevention, investigation and prosecution, and victim assistance and protection.(43, 99, 104) The Government reported that this plan remained in effect for 2015.(99)
Education Pact (2014–2030)	Seeks to reform the education system by building more and better-quality schools, improving teacher training, and increasing attendance and graduation rates through free early childhood education and enrolling more students in the Extended School Day Program.(105) Also seeks to provide support to families to keep their children out of child labor and enrolled in school. Signed by the President and nearly 200 academic, political, and educational organizations.(76, 77, 105)
National 10-Year Education Plan (PDE) (2008–2018)	Aims to increase access to education and improve attendance and graduation rates, in part to reduce child labor. Aims to improve both classroom space and time in school, as well as build strategies to address the needs of children who are behind in school because of work.(76, 106) Implemented by the Ministry of Education.(76)
National Development Plan 2030 (END)	Aims to reduce poverty and inequality, and includes policies and programs that encourage families to keep their children out of child labor and in school.(9, 76, 91) Includes the Quality Education for All plan that aims to provide universal education to all children through middle school, including students without identity documents and those with disabilities.(91)
National Plan on Gender Equality (2007–2017)*	Promotes occupational and educational opportunities for women and girls, seeks to remedy gender discrimination and violence, and promotes child care for working mothers so that children do not have to be in the workplace.(107)
Government Plan under President Medina (2012–2016)	Focuses on the development of 400,000 new jobs and includes the elimination of child labor among other goals.(2, 20)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by the Dominican Republic at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(108–110)
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(111, 112) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(111, 113)

Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of the Vice-Ministers of the XX Regional Conference on Migration†	Aims to strengthen regional cooperation to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by the Dominican Republic at the XX Regional Conference on Migration in Mexico City (November, 2015).(114-116)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Efforts to implement child labor elimination policies in the Dominican Republic have been slowed by an insufficient allocation of resources, including personnel.(117) In addition, reports indicate that the implementation of the Roadmap Towards the Elimination of Child Labor has also been hindered by a lack of coordination among participating government agencies.(9)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the Dominican Republic funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Progressing with Solidarity (PROSOLI)†	Government program that promotes the well-being of families living in extreme poverty through an approach that includes subsidies and conditional cash transfers.(76, 92, 118) Among other objectives, aims to increase the number of students who attend school and reduce child labor, including by informing parents about the effects of child labor and the benefits of education.(76, 91, 119-121) In June 2013, the ILO and the Vice President of the Dominican Republic announced a project to withdraw 38,000 of the program's beneficiaries from child labor; this action supported the 2012 letter of agreement between the Vice President and the ILO to remove 100,000 children from exploitative work over a 4-year period.(122-124) Within this framework, in 2015 the ILO and the Vice President's Office implemented the Program to Prevent and Eliminate Child Labor and its Worst Forms Among PROSOLI Households, which targeted children ages 5 to 17.(2, 121) In addition, the Vice President's Office reported that PROSOLI's School Attendance and School Subsidy Incentives benefited 325,217 students, reducing school dropout rates among beneficiaries by 3.8 percent and children's vulnerability to child labor.(121)
Progressing Together (<i>Progresando Unidos</i>)*	Government program financed by the World Bank that aims to reduce extreme poverty among 180,000 beneficiaries in 14 provinces, including Santo Domingo. Implemented along five lines of intervention, including increased food security and health programming, elimination of dirt floors in participating homes, job creation for youth, and capacity-building of the Social Policies Coordination Cabinet (GCPS).(125, 126) Coordinated by the GCPS with support from PROSOLI and government agencies, including the Ministry of Education.(125, 126)
Education and Monitoring Program for the Eradication of Child Labor (2012–2015)	\$1.3 million Government of Spain-funded, 3-year project implemented by ILO-IPEC that aimed to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including the Dominican Republic. Included the objective of developing information systems on the worst forms of child labor.(127)
Elimination of Child Labor in Latin America (Phase 4) (2011–2015)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including the Dominican Republic.(127)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries, including the Dominican Republic, to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016</i> established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in the Dominican Republic and improve the evidence base on child labor through data collection and research.(128)
Awareness-Raising Campaign on Child Labor	MT and the Foundation for Peace and Democracy (FUNPADEM) public awareness-raising campaign to mobilize communities to report cases of child labor.(91, 129)
Child Domestic Work Awareness-Raising Campaign	MT and ILO child labor eradication campaign that supports reaching the goals outlined in the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, with an emphasis on the elimination of child domestic work.(91)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Line 700 Hotline†	Office of the First Lady's free hotline to enable citizens to report cases of child labor, in addition to child abuse.(91)
Extended School Day Program (<i>Jornada Escolar Extendida</i>)†	Ministry of Education program to extend school hours to a full day (8 a.m. to 4 p.m.) to improve educational achievement and reduce child labor.(9, 15, 28, 130, 131) In 2015, the Government expanded the program to include 3,418 schools, benefitting 882,558 students. An additional 22,265 teachers have been hired with this expansion.(2)
Spaces for Growth and Homework Rooms (<i>Espacios para Crecer</i>)†	Government after-school programs that seek to prevent children from working by keeping them in a creative learning environment outside of normal classroom hours.(15, 30, 119, 132)
Spaces for Hope (<i>Espacios de Esperanza</i>)†	Government early educational centers to promote integrated attention and positive stimulation to pre-school aged children. In 2015, the Government reported operating 68 Spaces for Hope around the country.(9, 91, 133)
Literacy Campaign (<i>Quisqueya Aprende Contigo</i>)†	Government literacy campaign to promote the importance of literacy and education among families, including youth.(9, 134, 135) Approximately 8,500 teachers have been trained for literacy instruction with students ages 15 and older, and more than 52,000 people have been integrated into the program.(20, 21, 92)
Youth and Employment Project (<i>Proyecto de Emprendimiento Juvenil</i>)	Government project supported by the Government of Chile that improves the employability of disadvantaged, at-risk youth through training and internship opportunities.(91, 119, 136, 137)
At-Risk Youth Initiative	USAID-funded project to protect youth from crime and promote access to education, including through participation in afterschool programs (Spaces for Growth) and other social services.(138)
Child Care Facilities (<i>Estancias Infantiles</i>)†	MT-supported child care facilities for adult workers with children under age 5. The Government has reported operating 115 child care facilities around the country.(91)
Presidential Microcredit Initiative†	Government program to provide microcredit to small businesses in disadvantaged regions to increase employment and provide improved livelihoods for families.(9)

* Program was launched during the reporting period.

† Program is funded by the Government of the Dominican Republic.

In an effort to improve the national education system, the Government has allocated 4 percent of the national GDP in its budget for primary and secondary education for the third consecutive year.(21, 76, 92) Since 2012, priorities have included the construction of new classrooms and the provision of school meals.(15, 30, 77, 139-143) Although these plans have not yet been fully implemented, the Government reports that 10,017 new classrooms have been created in 2014 and 2015.(21, 92)

A study commissioned by the IDB indicated that the Progressing with Solidarity (PROSOLI) program has increased school enrollment and attendance among beneficiaries.(119, 144) Another study indicated an increase in beneficiaries' abilities to read and write.(91) An evaluation conducted in the province of Montecristi showed a decline in child labor among program beneficiaries compared to a control group in the same province.(91) However, the PROSOLI program requires participants to present identification documents in order to access program benefits, which limits the participation of those individuals lacking such documentation, many of whom are particularly vulnerable to child labor.(15)

Despite the efforts described above, current programs do not appear to adequately address the scope of the worst forms of child labor in the Dominican Republic, particularly commercial sexual exploitation and harmful work in agricultural areas.(31, 39, 43)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Dominican Republic (Table 11).

Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Amend the Labor Code to raise the general minimum age for hazardous work to 18 and ensure that children ages 16 to 18 who are permitted to engage in hazardous activities are fully protected by the law.	2014 – 2015
	Ensure that penalties for the commercial sexual exploitation of children are adequate.	2015
	Ensure the law establishes a minimum age of 18 for compulsory military recruitment in situations of national defense or emergency.	2014 – 2015
Enforcement	Correctly interpret and apply the law to allow all children without birth certificates or other identity documents to enroll in primary and secondary education and complete schooling.	2011 – 2015
	Authorize the labor inspectorate to assess penalties.	2015
	Publish information about the training for labor inspectors and statistics on the number of child labor violation penalties imposed and collected.	2009 – 2015
	Strengthen the enforcement of child labor laws by: <ul style="list-style-type: none"> ■ Allocating adequate resources for inspectors to conduct timely inspections; ■ Following the MT's 2008 General Inspection Protocol and 2011 Inspection Protocol for Agriculture to improve the quality of information gathering and the use of inspection data to enable prosecution; and ■ Establishing a system to verify the age of young workers to better protect children without birth certificates or other legal documentation from exploitation. 	2012 – 2015
	Ensure that the two-tiered inspection system does not restrict the MT's ability to enforce laws prohibiting child labor.	2013 – 2015
	Ensure that labor inspectors are able to communicate with Creole-speaking workers, including those who may be underage, to adequately conduct inspections for child labor violations.	2014 – 2015
	Publicly report on the mechanism by which the MT refers victims of child labor, including its worst forms, to the CONANI for services, as well as on the total number of children referred and assisted.	2014 – 2015
	Publish information on training for criminal investigators and statistics on the number of criminal investigations conducted for criminal child labor violations, including by type, as well as on the number of prosecutions initiated.	2009 – 2015
	Increase the resources of criminal investigators and prosecutors to effectively enforce criminal laws on child labor.	2014 – 2015
	Ensure that all children rescued from the worst forms of child labor are referred to CONANI for services and that CONANI has sufficient resources to provide services for referred children.	2015
	Improve coordination between the MT and the AG to ensure violations are effectively investigated and prosecuted.	2013 – 2015
Coordination	Ensure the CDN and its Local and Municipal Committees have sufficient resources to effectively coordinate efforts to address child labor.	2013 – 2015
	Ensure the CITIM regularly convenes all necessary agencies to effectively coordinate government efforts to address human trafficking issues.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Plan on Gender Equality.	2013 – 2015
	Allocate additional personnel and resources to support national plans and strategies to combat the worst forms of child labor, including the Roadmap Towards the Elimination of Child Labor.	2009 – 2015
Social Programs	Ensure that all children are able to obtain identity documents to reduce their vulnerability to labor exploitation.	2011 – 2015
	Address deficiencies in the educational system by continuing to increase enrollment and add classroom space.	2011 – 2015
	Eliminate the requirement that individuals present identity documents to participate in social programs intended to combat child labor, including in the PROSOLI program.	2012 – 2015
	Expand social protection programs, particularly in commercial sexual exploitation and agriculture.	2010 – 2015

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Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

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Dominican Republic

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED PRACTICE THAT DELAYED ADVANCEMENT

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In 2015, Ecuador made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government enacted legislation that expands the list of hazardous work for children to include dangerous agricultural activities and paid domestic indoor work. The National Plan to Eradicate Child Labor (2015–2017) was implemented and the Government also adopted a protective policy framework document on the elimination of child labor in domestic work and the protection of young domestic workers of legal working age. However, children in Ecuador are engaged in the worst forms of child labor, including in forced domestic work and commercial sexual exploitation, each sometimes as a result of human trafficking. The number of labor inspectors responsible for enforcing laws related to child labor is insufficient to provide adequate coverage of the workforce. In addition, the Government lacks national coordinating mechanisms to combat child labor, including its worst forms; and child labor programs do not provide adequate coverage of the worst forms of child labor, including street work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ecuador are engaged in the worst forms of child labor, including in forced domestic work and commercial sexual exploitation, each sometimes as a result of human trafficking.(1-3) In 2013, the Government released the results of the Child Labor Survey, which indicates that 359,597 Ecuadorian children and adolescents work, or 8.6 percent of the population between the ages of 5 and 17. Data from this survey were not analyzed in time for inclusion in Table 1.(2, 4) Table 1 provides key indicators on children's work and education in Ecuador.

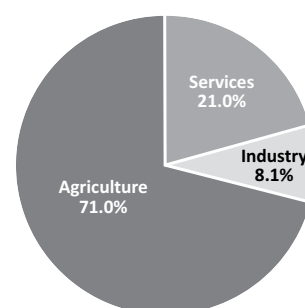
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	2.7 (75,689)
Attending School (%)	5-14 yrs.	96.9
Combining Work and School (%)	7-14 yrs.	2.4
Primary Completion Rate (%)		112.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Encuesta Nacional de Empleo, Desempleo, y Subempleo (ENEMDU), 2011.(6)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of bananas,† palm oil,*† timber,*† and flowers,† including the use of chemical products*† and machetes* (3, 7-13) Fishing† (12-14)
Industry	Gold mining† and small-scale mining† (2, 11, 14, 15) Production of bricks* (16, 17) Construction,† including loading construction material, mixing materials to make concrete, and brickwork (13, 17, 18)
Services	Domestic work*† (12) Unpaid household services* (2) Street work, including begging, shoe shining,* selling newspapers,* and vending* (10, 12-14, 19, 20)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (19, 21-23)
	Use in illicit activities, including drug trafficking* (19)
	Use in armed conflict by illegal Colombian non-state armed groups,* activities unknown (24, 25)
	Use in the production of pornography* (10)
	Forced labor in domestic work, street vending, and begging, each sometimes as a result of human trafficking* (20, 23, 26-30)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Reports indicate that children working in commercial sexual exploitation are induced by traffickers to recruit friends and classmates. Children are also used in commercial sexual exploitation in illegal mines.(3)




Although the Constitution provides for free education, in practice, students are sometimes required to pay for uniforms and books, which may be prohibitive.(31) Reports indicate that migrant children and children of certain ethnic groups face barriers to education. Indigenous children in rural and urban areas are found to abandon school early.(13, 22) For example, 48 percent of indigenous children do not attend secondary school in rural areas, and 37 to 40 percent do not attend secondary school in urban areas.(32)

Indigenous children and children of migrants and refugees are particularly vulnerable to involvement in child labor; 82 percent of children who work come from homes that are in extreme poverty and lack basic necessities.(3) In Ecuador, 44 percent of children were identified as indigenous in the 2010 census.(32) The Child Labor Survey indicates that Cotopaxi Province in the central highlands has the highest percentage of children working.(33)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Ecuador has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 5, Article 46 of the Constitution; Title V, Chapter 1, Article 82 of the Childhood and Adolescence Code (34, 35)
Minimum Age for Hazardous Work	Yes	18	Title I, Article 2 and Title V, Chapter 1, Article 87 of the Childhood and Adolescence Code (35)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Hazardous Occupations or Activities for Children	Yes		Title II, Chapter 1, Article 5 and Chapter 2, Article 8 of Resolution No. 016 of 2008; Article 5 of Ministerial Accord MDT–2015–0131 (36, 37)
Prohibition of Forced Labor	Yes		Articles 91, 92, 105, and 213 of the Integral Penal Code (38)
Prohibition of Child Trafficking	Yes		Articles 91, 105, and 213 of the Integral Penal Code (38)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 91, 92, and 103 of the Integral Penal Code (38)
Prohibition of Using Children in Illicit Activities	Yes		Articles 219 and 220 of the Integral Penal Code (38)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Title III, Chapter 4, Article 57 of the Childhood and Adolescence Code (35)
Compulsory Education Age	Yes	15	Chapter 5, Article 38 of the Organic Intercultural Education Law (39)
Free Public Education	Yes		Title VII, Article 4 of the Organic Intercultural Education Law; Chapter 5, Article 28 of the Constitution (34, 39)

* No conscription (34)

In 2015, the Ministry of Labor (MOL) issued ministerial accord MDT–2015–0131, which expanded the list of hazardous activities for teenagers to include activities that require youth to be in forced physical positions, such as squats or push-ups, and requires the use of a safety net or scaffolding for children working at dangerous heights.(31, 37, 40)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Industrial Relations (MOL)	Monitor child labor, conduct labor inspections at work sites, and enforce child labor laws in the formal sector. Administer sanctions against companies found using child labor.(3, 10) Has a system to collect fines.(8)
Ministry of Economic and Social Inclusion (MIES)	Provide remediation services to child laborers and their families. Assist victims of child labor found in the informal sector.(3, 4) In the case of the Institute for Children and Families (INFA), provide social services and assist children who are victims of abuse, human trafficking, exploitative child labor, and sexual exploitation of all types.(4, 41) Run seven protection centers staffed by social workers, doctors, psychologists, and educators.(4)
Attorney General's Office	Enforce criminal laws against child labor, commercial sexual exploitation, and human trafficking.(24, 42)
Ministry of Interior	Oversee and evaluate all police actions, including the Judicial Police Anti-Trafficking Police Unit (ATU) and the National Police Unit for Crimes against Children and Adolescents (DINAPEN). The ATU investigates human trafficking cases, rescues victims, and arrests traffickers.(10) DINAPEN investigates all crimes against children, including abuse, sexual exploitation, sex tourism, smuggling, kidnapping, exploitative child labor, and forced labor.(20, 43) The DINAPEN anti-trafficking unit also investigates child trafficking cases.(3) Police units have officers in each province dedicated to victims and witness protection.(4, 44)
Office of the Prosecutor	Conduct investigations and try cases related to the worst forms of child labor.(10)
Ministry of Education	Provide immediate educational services for victims of child labor.(45)

Ecuador

MODERATE ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in Ecuador took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (43)	Unknown* (3)
Number of Labor Inspectors	164 (43)	139 (3)
Inspectorate Authorized to Assess Penalties	Yes (43)	Yes (3)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (43)	Yes (3)
■ Training on New Laws Related to Child Labor	Yes (43)	Yes (3)
■ Refresher Courses Provided	Yes (43)	Yes (3)
Number of Labor Inspections	24,745 (43)	683 (3)
■ Number Conducted at Worksite	Unknown	683 (3)
■ Number Conducted by Desk Reviews	Unknown	0 (3)
Number of Child Labor Violations Found	1,496 (43)	520 (3)
Number of Child Labor Violations for Which Penalties Were Imposed		
■ Number of Penalties Imposed That Were Collected	117 (43) Unknown	Unknown* (3) Unknown* (3)
Routine Inspections Conducted	Yes (43)	Yes (3)
■ Routine Inspections Targeted	Yes (43)	Yes (3)
Unannounced Inspections Permitted	Unknown (43)	Yes (3)
Unannounced Inspections Conducted	Unknown (43)	Yes (3)
Complaint Mechanism Exists	Yes (43)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (43)	Yes (3)

*The Government does not make this information publicly available.

According to the ILO recommendation of 1 inspector for every 15,000 workers in industrializing economies, Ecuador should employ about 489 inspectors to adequately enforce labor laws throughout the country.(3, 46-48) Research indicates inspectors often lack the necessary resources to carry out their mandate, and the number of inspections conducted in 2015 decreased significantly from 2014.(3, 42, 43) Labor inspectors and police officers sometimes encountered language barriers in rural areas when conducting inspections and enforcing laws in indigenous towns, and inspectors sometimes had no access to transportation to conduct inspections.(3, 42) During the reporting period, the ILO and a local NGO worked with the MOL to develop training guides for labor inspectors.(42) However, sources indicate that labor inspectors lack adequate knowledge of child labor laws, the processes in place for referring children to the appropriate social services, and how to impose penalties consistent with the law.(3)

In 2015, the Government drafted a strategy to identify the most risk-prone sectors for child labor to improve the quality and targeting of inspections. As of early 2016, implementation of the strategy had not yet begun.(3) MOL has 10 technicians in the Project to Eradicate Child Labor (PETI) who refer children to the appropriate social services agencies and local enforcement officials investigate the cases.(3, 13)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Ecuador took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (43)	Yes (43)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown* (43)	N/A (3)
■ Refresher Courses Provided	Yes (43)	Yes (3)
Number of Investigations	Unknown* (43)	948 (3)
Number of Violations Found	Unknown* (43)	1,422 (3)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Prosecutions Initiated	Unknown* (43)	Unknown* (3)
Number of Convictions	Unknown* (43)	Unknown* (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (43)	Yes (3)

*The Government does not make this information publicly available.

In 2015, DINAPEN employed 635 agents nationwide to handle all crimes against children, including 23 officers in its anti-trafficking unit. The ATU employed 20 agents based in Quito.(3) During the reporting period, DINAPEN and the ATU conducted operations to combat commercial sexual exploitation, child trafficking, child begging, and exploitative child labor.(3) The Government of Ecuador works with several NGOs to provide services to child victims of trafficking, including shelter, food, job training, legal assistance, and psychological and medical care.(10)

Sources indicate that DINAPEN officers lack sufficient human and material resources to adequately investigate reported cases of child abuse and the use of children in the micro-trafficking of drugs.(3) Although the DINAPEN anti-trafficking unit and the ATU assist in complex cases of child trafficking, DINAPEN is unable to investigate all potential cases of child trafficking.(3)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a Coordinating Ministry of Social Development, research found no evidence of mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Inter-institutional Committee for the Eradication of Child Labor	Coordinate government efforts to combat child labor.(3) In 2015, reviewed the Unified System of Registering Child Labor (SURTIL), a new mechanism to file and respond to child labor complaints.(3, 42)
Inter-Agency Committee against Trafficking in Persons*	Coordinate government efforts to combat human trafficking, including child trafficking. Established as part of the National Plan to Combat Human Trafficking, Sexual and Labor Exploitation, and other Forms of Exploitation.(42)
Coordinating Ministry of Social Development	Convene government ministries to discuss issues, including child labor.(3) In 2015, improved protection and shelter services for victims of human trafficking.(42)
National Council for Intergenerational Equity	Coordinate interagency efforts to protect vulnerable populations, including children.(3)
Local Autonomous Governments	Participate in coordinating mechanisms to combat child labor and implement the guidelines provided by the National Council.(3) Mayors are held accountable to ensure that children do not work, and they can be fined if children are discovered to be working.(49)
Ministry of Tourism and DINAPEN	Coordinate prevention work against the commercial sexual exploitation of minors.(42, 50)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

In 2015, the Interagency Steering Committee (IAC) was disbanded as the Government shifted its strategy to focus on government actors through the Coordinating Ministry of Social Development; however, meetings on child labor issues occur only infrequently.(3)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ecuador has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan to Eradicate Child Labor (2015–2017)†	Establishes strategy for the eradication of child labor in Ecuador by 2017.(3)
Project to Eradicate Child Labor (PETI) (2014–2017)	MOL program to prevent hazardous child labor in agriculture, manufacturing, construction, and mining. Aims to strengthen the legal framework and enforcement mechanisms to combat child labor, to design strategies for the protection of vulnerable youth, to strengthen public-private cooperation, and to establish an identification and referral system for children removed from exploitative labor situations.(13)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Ecuador Without Child Labor	Seeks to increase efforts to eradicate child labor by improving data collection, strengthening labor inspections, and carrying out awareness-raising activities in 150 municipalities. Government agencies work with the private sector and other actors to address child labor in agriculture, construction, and flower sectors.(51) The Government signed an agreement with the agriculture, flower, livestock, and construction sectors to coordinate actions and promote joint programs for the elimination of child labor in those sectors.(51, 52) MIES entered into 206 agreements with local governments and organizations throughout the country to help up to 41,000 children and improved protection and shelter to victims of human trafficking.(4)
National Plan for Good Living (2013–2017)	Seeks to improve living conditions for all citizens and promote social inclusion and decent work. Eradicating child labor and providing access to decent work for adolescents of legal working age are guiding policies under Objectives 2 and 9 of the plan.(53) Provides conceptual framework for plans to combat child labor, including PETI.(42)
National Plan to Combat Human Trafficking, Sexual and Labor Exploitation, and other Forms of Exploitation†	Establishes processes to prevent, investigate, and impose legal sanctions for human trafficking, commercial sexual exploitation, and other forms of abuse, and to protect and restore the rights of victims of these crimes.(54, 55)
Declaration of the Establishment of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Regional initiative launched in 2013 at the Third Global Conference on Child Labor. The declaration re-emphasizes signatories' commitments to eradicate all child labor by 2020. Also recognizes that child labor contributes to social and economic inequality.(56–58) In 2015, shared best practices with counterparts in Brazil, Colombia, Panama, and Peru.(42)
Declaration of Cancún 2015†	Resulted from the XIX Inter-American Conference of Ministers of Labor in December 2015 to promote decent work with social inclusion throughout the Americas. Aims to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(59, 60) Participating countries each adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(60, 61)
Sectorial Strategy to Eradicate Child Labor (2014–2017)	Outlines national priorities and goals for each ministry in eliminating child labor. Delegates responsibilities and budget to each ministry to achieve goals.(43)
Binational Plan†	Strategic alliance between Ecuador and Peru to progressively eradicate child labor.(3)

† Policy was approved during the reporting period.

The MOL has completed the Sectorial Strategy to Eradicate Child Labor (2014–2017), which is pending approval and implementation. The plan will foster coordination in among governmental agencies responsible for the eradication of child labor.(3)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Ecuador funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Grants for Human Development†	MIES conditional cash transfer program, supplements household income. Also targets vulnerable families and conditions payments on keeping children under age 15 in school and taking them for medical checkups.(15, 62, 63) Working children whose families receive grants are more likely to stay in school rather than work, particularly children between the ages of 11 and 15.(64, 65)
National Program to Combat Child Begging†	Government program that raises awareness about child begging in originating and receiving communities.(28) In 2015, MIES invested \$1,456,000 in 44 cooperation agreements, which affected 4,941 individuals found begging or at risk.(3) DINAPEN rescued 1,318 children and adolescents during its operations to combat child begging during the reporting period.(42)
School Meals Program†	Government program that provides free meals to school children across the country. In 2015, 2.3 million students benefited from the program.(3, 66)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Business Network for a Child Labor Free Ecuador†	UN initiative that seeks to gain commitment from participating industries to promote the prevention and elimination of child labor in their supply chains.(67-69) Businesses participating in the program have three commitments: to promote zero tolerance of child labor, to conduct a supply chain analysis to determine if there is child labor, and to develop strategies to prevent and eradicate child labor in the supply chain.(68) In 2015, in collaboration with the MOL, a new reporting system was created to facilitate the transfer of information from the Business Network to MOL. During the reporting period there were 26 active business members.(3)
Eradication of Child Labor in Latin America (Phase 4) (2011–2015)	\$4.5 million Government of Spain-funded, 3-year multi-country project for the eradication of child labor.(3, 70)
Education and Monitoring Program for the Eradication of Child Labor (2012–2015)	\$1.3 million Government of Spain-funded, 3-year multi-country education and monitoring program for the eradication of child labor.(70)
Support to the Partnership Program to Prevent and Eliminate Child Labor in the Americas (2009–2017)	\$3.8 million Government of Brazil-funded, 9-year project that supports exchange of good practices to combat child labor between Bolivia, Ecuador, Paraguay, and Timor-Leste.(70)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor, and strengthen legal protections and social services delivery for child domestic workers in Ecuador.(71) In 2015, adopted the protective policy framework document on the elimination of child labor in domestic work and the protection of young domestic workers of legal working age.(71)
Building Effective Policies Against Child Labor in Ecuador and Panama (2012–2016)	\$3.5 million USDOL-funded, 4-year project implemented by ILO-IPEC, aims to strengthen policy and enforcement of child labor laws and occupational health and safety services.(40) Promotes lesson sharing between Ecuador, Panama, and other countries. In Ecuador, piloting efforts to address the link between child labor and disabilities.(40) In 2015, developed and adopted the hazardous work list and assisted the MOL in revising the National Plan. Developed a training module on eradicating child labor in collaboration with the Ecuadoran Service for Professional Training and provided training to 60 MOL child labor inspectors and other stakeholders.(40) In collaboration with the MOL, piloted (SURT1), which refers victims of child labor to social services providers.(3, 40)
EducaFuturo Project (2012–2016)	\$6.5 million USDOL-funded, 4-year project implemented by Partners of the Americas to combat the worst forms of child labor among the most vulnerable populations, including Afro-descendants, migrants, and indigenous children, by providing them with educational and livelihood services in Ecuador and Panama.(72) The project also promotes lesson sharing between Ecuador, Panama, and other countries. In Ecuador, the project is piloting efforts to address the link between child labor and disabilities.(72) Since the start of the project, provided educational services to 2,584 children and provided livelihood services to 500 households in Ecuador.(73)
Projects to Combat Human Trafficking and Exploitation	National INFA program to assist children who are engaged in child labor or who are victims of human trafficking and commercial sexual exploitation. Works closely with law enforcement officials to protect children and provide social services at 86 INFA centers across the country.(10)
Prevention of Sexual Exploitation of Children and Adolescents from Tourism†	Ministry of Tourism program that seeks to prevent sexual exploitation by creating regulations and awareness campaigns in the tourism sector.(74)
Awareness Raising Activities†	MOL programs to raising awareness of child labor issues and build the capacity of stakeholders to combat child labor. In 2015, held 60 street theater presentations and 46 events to commemorate World Day Against Child Labor, which reached 21,876 public officials, employers, and children.(3)

† Program is funded by the Government of Ecuador.

Although Ecuador has a program that targets child labor in street work, including begging, the scope of the National Program to Combat Child Begging is insufficient to fully address the extent of the problem. Sources also indicate that during the reporting period, the number of child laborers in street work, including begging, increased slightly.(3)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ecuador (Table 9).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information publicly available on the funding for the labor inspectorate.	2015
	Significantly increase the number of labor inspectors responsible for enforcing child labor laws in accordance with the ILO's recommendation.	2009 – 2015
	Ensure that labor inspectors are familiar with existing laws, penalties, and referral processes for victims.	2015
	Make publicly available the number of penalties imposed and collected, prosecutions initiated, and convictions made.	2014 – 2015
	Ensure that inspectors receive adequate resources, such as transportation and translators, to effectively carry out their duties and investigate all cases of child labor.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2015
Social Programs	Expand efforts to improve access to education for all children, particularly for children from different ethnic groups and migrant children.	2014 – 2015
	Expand child labor programs that target the worst forms of child labor, including street work.	2009 – 2015

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In 2015, Egypt made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government announced plans to enforce minimum age protections in the agricultural sector. The Ministry of Manpower signed a memorandum to oversee the National Child Labor Monitoring System. The Government also initiated a program to improve access to education through a cash transfer program. However, children in Egypt are engaged in child labor, including in agriculture and domestic work. The Government did not publicly make available data on the enforcement of child labor laws, including its worst forms. In addition, programs to combat child labor are insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Egypt are engaged in child labor, including in agriculture and domestic work.(1-4) Data from the 2010 National Child Labor Survey indicate that 63.5 percent of all child laborers work in agriculture. Boys are three times more likely than girls to engage in child labor.(3) Table 1 provides key indicators on children's work and education in Egypt.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.7 (993,417)
Attending School (%)	6-14 yrs.	88.1
Combining Work and School (%)	7-14 yrs.	6.3
Primary Completion Rate (%)		103.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2005.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cotton (1, 2)
	Caring for livestock* (1, 3, 7)
	Fishing,* activities unknown (1, 7, 8)
Industry	Quarrying† limestone (1, 9-11)
	Making bricks* (1, 12, 13)
	Working in carpentry workshops* (1, 14)
	Construction,* activities unknown (1, 15)
	Working in aluminum* factories (1, 16)
Services	Domestic work (1, 3, 4)
	Repairing automobiles* (1, 12)
	Street work, including selling goods,* collecting garbage, and sweeping* (1, 14, 17, 18)
Categorical Worst Forms of Child Labor‡	Domestic work as a result of human trafficking* (2, 19)
	Commercial sexual exploitation as a result of human trafficking* (2, 19)
	Forced begging sometimes as a result of human trafficking (2, 19, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Cases of commercial sexual exploitation of children have been reported in a number of governorates, including Alexandria, Cairo, and Luxor.(19) Additionally, in return for payments, parents give their young daughters into temporary marriages to wealthy foreign men, mostly from Persian Gulf countries.(2, 19) However, anecdotal evidence shows that this practice is on the decline with the reduction in tourism.(21)

The cost of school fees, books, and uniforms is prohibitive for lower-income families, resulting in many children dropping out of school. In addition, cultural barriers may prevent some parents from sending their daughters to school.(8) As of August 2015, more than 6,200 Syrian refugee children were out of school.(22) Syrian refugees cite overcrowded schools, harassment, and transportation issues as being among the primary reasons for their children not attending school.(23)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Egypt has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 64 of the Child Law (24)
Minimum Age for Hazardous Work	Yes	18	Article 1 of Ministry of Manpower's Decree 118 (25)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 1 and 2 of Ministry of Manpower's Decree 118 (25)
Prohibition of Forced Labor	Yes		Article 89 of the Constitution; Article 291 of the Penal Code as amended in the Child Law; Articles 2 and 3 of the Law on Combating Human Trafficking (24, 26, 27)
Prohibition of Child Trafficking	Yes		Article 89 of the Constitution; Article 291 of the Penal Code as amended in the Child Law; Articles 2 and 3 of the Law on Combating Human Trafficking (24, 26, 27)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 116-bis (a) of the Child Law and Article 291 of the Penal Code as amended in the Child Law; Articles 2 and 3 of the Law on Combating Human Trafficking (24, 26)
Prohibition of Using Children in Illicit Activities	Yes		Article 34 of the Law on Narcotics; Article 65 of the Child Law; Article 2.2 of Ministry of Manpower's Decree 118 (24, 25, 28)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 1 of the Law on Military and National Service (29)
Minimum Age for Voluntary Military Service	Yes	15	Ministry of Defense Guidelines on Youth Volunteers in the Armed Forces (30)
Compulsory Education Age	Yes	15	Article 59(1) of the Child Law; Articles 80 and 238 of the Constitution (24, 27)
Free Public Education	Yes		Article 54 of the Child Law (24)

Laws on the commercial sexual exploitation are not comprehensive enough to criminally prohibit the procuring of a child in all circumstances for pornography or pornographic performances, and benefiting from a monetary transaction involving a child in pornographic performances.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Manpower	Enforce child labor laws and regulations, including receiving and investigating child labor complaints, and referring relevant violations to the Prosecutor General's Office.(1) Inspectors conduct routine labor inspections, and when they find instances of illegal child labor, refer the cases to the ministries of the Interior and Justice.(21)
Ministry of the Interior	Enforce laws and regulations prohibiting human trafficking and commercial sexual exploitation of children.(31)
Prosecutor General's Office, Ministry of Justice	Prosecute violation of laws related to child labor and human trafficking.(31)
National Council for Childhood and Motherhood (NCCM)	Provide technical support and training for Ministry of Manpower's inspectors on child labor. Identify and monitor children at risk, including those vulnerable to exploitative labor.(21) Manage two 24-hour hotlines, which can be used to report cases of child exploitation, including child victims of human trafficking. Receive the majority of complaints regarding child labor. Refer victims to shelters and medical, psychological, and legal services.(21) Provide callers who are victims of human trafficking with over-the-phone counseling and legal assistance.(1) In 2015, a counter-child trafficking unit was established to coordinate Government efforts to refer victims to social services.(32) The unit also provides work training to women and girls in order to combat "temporary marriages." (33) In 2015, the hotline received 387 reports related to human trafficking, at least nine of which involved child victims.(34)
Ministry of Local Administration and Development	Provide administrative and logistical support for the enforcement of child labor laws.(35) Administers the Child Protection Committees.(21)

Labor Law Enforcement

In 2015, law enforcement agencies in Egypt took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (1)
Number of Labor Inspectors	Unknown	Unknown (1)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown	Unknown (1)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown (1)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown (1)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown (1)
Routine Inspections Conducted	No (31)	Unknown
■ Routine Inspections Targeted	No (31)	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown (1)
Complaint Mechanism Exists	Unknown	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (1)

Egypt

MODERATE ADVANCEMENT

In 2015, the Ministry of Manpower prepared an annual plan for enforcing child labor laws in agriculture, but the numbers of inspections conducted and violations found were unavailable.(36) The Ministry also responded to child labor complaints, but the details are unavailable.(1)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Egypt took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown (1)
■ Refresher Courses Provided	Yes (37)	Yes (34)
Number of Investigations	Unknown	Unknown (1)
Number of Violations Found	14 (37)	Unknown (1)
Number of Prosecutions Initiated	Unknown	Unknown (1)
Number of Convictions	0 (37)	2 (34)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (1)

In 2015, the Government investigated 11 cases of human trafficking. It is not known how many of these cases involved child victims. Two individuals were sentenced to life imprisonment for sexually abusing children and forcing them to beg.(34) During the reporting period, 4,645 Government officials, including judges, prosecutors, and law enforcement officers, received training on identification, protection, and rehabilitation of victims of human trafficking and commercial sexual exploitation of children.(34)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Coordinating Committee to Combat the Worst Forms of Child Labor	Coordinate the efforts of the Ministries of Manpower, Justice, Social Solidarity, and the Interior; the Council for Human Rights, Childhood, and Motherhood; and the Council for Women to draft a National Strategy to Combat the Worst Forms of Child Labor.(1)
National Coordination Committee on Preventing and Combating Trafficking in Persons	Coordinate efforts to combat human trafficking, including women and children. Led by the Deputy Minister of Justice with committee members from the Ministries of Justice and Interior; the General Intelligence Service; the Council for Human Rights, Childhood, and Motherhood; and the Council for Women.(31, 38)
Child Protection Committees	Coordinate child protection efforts at the local level. Organized by the Ministry of Local Administration and Development and the NCCM, and chaired by the local governors in each governorate, with subcommittees at each police station.(21) Coordinate investigations, prosecutions, and counseling services to address child labor issues. These Committees remained dormant in 2015.(39)
Educational Working Group	Coordinate efforts to improve access to education for Syrian refugee children. Led by the UNHCR for Refugees, in cooperation with the Ministry of Education.(23)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Egypt has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Second National Plan of Action Against the Worst Forms of Child Labor	Aims to provide timelines and identify roles of Government agencies responsible for assisting children engaged in child labor.(1)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Second National Plan of Action Against Human Trafficking (2013–2015) and Third National Plan of Action Against Human Trafficking	Aims to maintain referral mechanisms, train law enforcement officials, and combat trafficking of street children.(1, 38, 40)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Egypt funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Enhancing Access of Children to Education and Fighting Child Labor (2014–2018)	\$65 million, EU-funded, 4-year project implemented by the WFP provides food security for up to 100,000 children at risk of engaging in child labor, and financial assistance to 400,000 family members to compensate for wages that child labor would have otherwise generated, enabling children to attend school. Supports 50,000 households in income-generating activities to help keep their children in school.(41) In 2015, the project served 58,000 children in 8 governorates.(42) The Ministry of Manpower, in cooperation with the Ministry of Social Solidarity and WFP, signed an MOU, according to which the Ministry of Manpower will oversee the National Child Labor Monitoring System at the ministerial and governorate level and improve access to education, particularly for young girls.(1) The system will track the beneficiaries of the project and also support the implementation of the national child protection mechanism as envisioned by the Child Law.(43)
Combating Worst Forms of Child Labor by Reinforcing Policy Response and Promoting Sustainable Livelihoods and Educational Opportunities in Egypt (2011–2015)	\$2.07 million, WFP-funded, 4-year project implemented by the ILO-IPEC that provided direct educational services and promoted sustainable livelihoods to targeted households. Supported the review and revision of legislation on child labor. Promoted the capacity of national institutions to combat child labor and conducted research to collect reliable data on child labor through baseline surveys.(44, 45)
Shelters for Street Children†	NCCM program that, in cooperation with NGOs, operates shelters and provides support services to street children. A center for male street children is operated by a Belgian NGO and the NCCM.(38)
Child Rights Program (2013–2017)	UNICEF program, in cooperation with the Government, that aims to improve the quality and coverage of child protection services and programs to prevent violence against children.(46)
Awareness-Raising Campaigns†	NCCM program that generates awareness of human trafficking and victim services among students and educators, the public, NGOs, and government officials.(37)
Care Centers and Shelters for Victims of Trafficking†	Three facilities providing assistance and services to Egyptian and foreign victims of human trafficking.(37)
National School Feeding Program†	Improves food security by reaching 5.3 million school children with a budget of \$60 million per year.(47)
Solidarity and Dignity Initiative of the Cash Transfer Program (2015–2017)*†	Provides a monthly income supplement to poor families, conditional on keeping their children at school, or unconditional for the elderly and family members with disabilities. The Initiative aims to reach 1.5 million households by 2017.(48)
Action to Protect and Assist Vulnerable and Exploited Migrant Workers (2013–2016)	\$1.8 million, EU- and Italian Ministry of Interior-funded, 2-year regional project implemented by the IOM in five countries to build the capacity of governments and civil society organizations to apply international standards to migrant workers, provide assistance to migrant workers, raise awareness among the workers of their rights, and reduce bias and discrimination in the general public against migrant workers.(49, 50) The project pursues the objective of elimination of the worst forms of child labor in Egypt. It provides victim identification training to civil society organizations and supports drafting policies to protect vulnerable groups in Egypt.(49) It also raises awareness among migrant workers about regulations in the informal sector.(49)
Positive Life Alternatives for Egyptian Youth at-Risk of Irregular Migration Program (2015–2017)*	\$3.2 million, USAID-funded, 2-year project implemented by the IOM supports activities that include the goal of eliminating the worst forms of child labor, specifically through raising awareness among children and youth on the dangers of irregular migration, trafficking in persons, and building technical capacity of service providers to at-risk children.(43, 51)

* Program was launched during the reporting period.

† Program is funded by the Government of Egypt.

The president announced the allocation of \$14 million to address the growing number of street-based children who are vulnerable to forced labor and human trafficking.⁽¹⁹⁾ Research found no additional details about the scope or timeline for this program. Although Egypt has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Egypt (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law clearly criminally prohibits the procuring of children for pornography and pornographic performances under all circumstances, as well as benefiting from a monetary transaction involving a child in pornographic performances.	2015
Enforcement	Make information publicly available on the labor inspectorate funding; the number of child labor inspectors, their training, and whether they can assess penalties; the number of inspections, including number of worksite inspections and desk reviews; the number of violations found, penalties imposed, and penalties imposed that were collected; whether routine and targeted inspections were conducted, and whether unannounced inspections were permitted and conducted.	2011 – 2015
	Make information publicly available on the training of criminal investigators, the numbers of investigations, violations found, and prosecutions.	2011 – 2015
Coordination	Ensure coordination of the Government's efforts to investigate, prosecute, and provide services to children engaged in child labor, for example, through the reactivation of the Child Protection Committees.	2014 – 2015
Social Programs	Ensure universal access to free public education, including for girls and Syrian refugee children, by addressing the cost of school fees, supplies, overcrowding, and other barriers to education.	2010 – 2015
	Expand existing programs to address the scope of the child labor problem.	2010 – 2015

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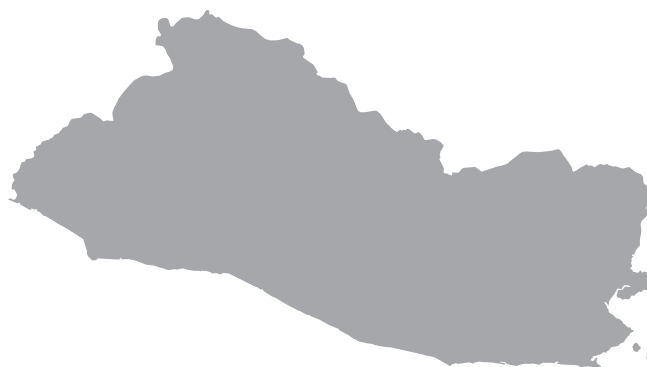
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El Salvador

MODERATE ADVANCEMENT

In 2015, El Salvador made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government's National Council for Children and Adolescents (CONNA) issued a National Action Plan for 2014–2017 to implement the National Policy for the Protection of Children and Adolescents, which aims in part to eliminate the worst forms of child labor. CONNA also increased its technical assistance in developing the Departmental and Local Committees for Children's and Adolescents' Rights, pursuant to the Law for the Comprehensive Protection of Children and Adolescents. The Salvadoran Ministries of Labor and Public Works signed agreements with the Sugar Association of El Salvador and the Salvadoran Chamber of Construction Companies, respectively, to reduce child labor in the sugar and construction sectors. However, children in El Salvador are engaged in the worst forms of child labor, including in the harvesting of sugarcane and in illicit activities sometimes as a result of human trafficking. Law enforcement agencies continue to lack sufficient resources to enforce child labor laws, and no penalties for child labor violations were issued in 2015.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in El Salvador are engaged in the worst forms of child labor, including in the harvesting of sugarcane and in illicit activities sometimes as a result of human trafficking. (1-6) Table 1 provides key indicators on children's work and education in El Salvador.

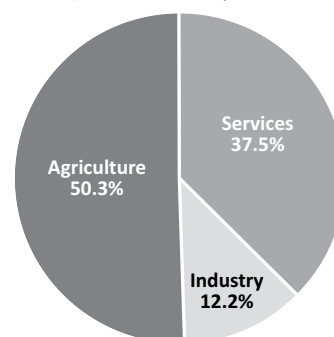
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.5 (80,704)
Attending School (%)	5-14 yrs.	92.4
Combining Work and School (%)	7-14 yrs.	6.6
Primary Completion Rate (%)		106.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Hogares de Propósitos Múltiples (EHMP), 2013.(8)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting sugarcane† and coffee† (2, 4, 6, 9, 10)
	Fishing,*† including harvesting shellfish† (2, 4, 10-12)
Industry	Manufacturing fireworks† (2-4, 6, 10, 13)
	Construction,† activities unknown (2, 10, 14)
Services	Garbage scavenging† (2-4, 6, 10)
	Vending on the streets† and in markets† (2-4, 6, 10, 12)
	Street begging*† (10, 15)
	Domestic work (2-4, 6, 10, 16)
	Repairing motor vehicles*† (14, 15)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (2, 5, 10, 17)
	Use by gangs to perform illicit activities, including committing homicides and trafficking drugs sometimes as a result of human trafficking (3, 5, 10, 18, 19)
	Forced begging and forced domestic work (2, 5, 6, 10)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In 2015, El Salvador, like Honduras and Guatemala, continued to be a principal source of the high numbers of unaccompanied children from Central America who were found migrating to the United States.(20-22) These children often lack economic and educational opportunities and are vulnerable to the worst forms of child labor, including commercial sexual exploitation and the recruitment by gangs into illicit activities, such as committing homicides and trafficking drugs.(23-25) Children often emigrate to escape violence, extortion, and forced recruitment by gangs, in addition to seeking economic opportunities and family reunification. Once en route, they become vulnerable to human trafficking and commercial sexual exploitation.(23-25)







Child labor in El Salvador is predominantly male, with boys comprising approximately three-fourths of child laborers ages 5 to 17.(26-28) However, girls comprise the majority of children engaged in domestic service in third-party homes.(2, 16) Victims of forced domestic service include migrant children from Guatemala, Honduras, and Nicaragua.(29) The Government has reported that approximately 50 percent of sex trafficking victims in El Salvador are girls ages 13 to 18.(30) There are reports that children are recruited into gang activity or are threatened by gangs while at school, including through extortion, which may cause children to stop attending school.(18, 31-34)

The Government regularly collects statistics on children's work through its annual Multipurpose Household Survey.(8) However, the Government does not appear to conduct research on hard-to-reach populations who are engaged in the worst forms of child labor, including in illicit activities. Multiple reports, including by a third-party monitoring group, indicate that the use of child labor in the sugarcane harvest has declined since 2010.(9, 35, 36)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

El Salvador has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 114 of the Labor Code; Article 38 of the Constitution; Article 59 of the Law for the Comprehensive Protection of Children and Adolescents (LEPINA) (37-39)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Hazardous Work	Yes	18	Article 105 of the Labor Code; Article 38 of the Constitution; Article 2 of Agreement 241 of 2011 (37, 38, 40)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 1 of Agreement 241 of 2011 (40)
Prohibition of Forced Labor	Yes		Articles 3 and 54-55 of the Special Law Against Trafficking in Persons; Article 13 of the Labor Code; Article 56 of LEPINA; Articles 4 and 9 of the Constitution (37-39, 41)
Prohibition of Child Trafficking	Yes		Articles 3 and 54-55 of the Special Law Against Trafficking in Persons; Article 56 of LEPINA (39, 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 3 and 54-55 of the Special Law Against Trafficking in Persons; Articles 169-173 of the Penal Code; Article 55 of LEPINA (39, 41, 42)
Prohibition of Using Children in Illicit Activities	Yes		Articles 3 and 54-55 of the Special Law Against Trafficking in Persons; Articles 214 and 345 of the Penal Code; Article 56 of LEPINA (39, 41, 42)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 215 of the Constitution (37)
Minimum Age for Voluntary Military Service	Yes	16	Articles 2 and 6 of the Military Service Law (43)
Compulsory Education Age	Yes	18‡	Articles 5, 18, 20, and 22 of the General Education Law; Article 82 of LEPINA; Article 56 of the Constitution (37, 39, 44)
Free Public Education	Yes		Articles 5, 18, 20 and 22 of the General Education Law; Article 82 of LEPINA; Article 56 of the Constitution (37, 39, 44)

‡ Age calculated based on available information (39, 44)

In January 2015, the Special Law Against Trafficking in Persons, which was passed by the Legislative Assembly in October 2014, went into effect. This law replaced previous legislation and increased prison sentences for convicted human traffickers from a minimum of 4 years and a maximum of 8 years to 10 and 14 years, respectively.(41, 45) When the trafficking victim is a child or adolescent, these penalties are increased to 16 to 20 years, and when the convicted trafficker is the head of a gang or organized criminal group, the penalties are increased to 20 to 25 years.(41) The law also treats forced labor and the use of children in illicit activities as trafficking in persons crimes, and expands mandated assistance to survivors of trafficking.(30, 41, 45)

Article 627 of the Labor Code specifies a default fine of no more than \$60 per violation of all labor laws, including child labor laws.(38) The Government is currently reviewing national legislation to ensure that monetary penalties for all labor violations are proportionate to the nature and seriousness of the offense.(46, 47)

The Law for the Comprehensive Protection of Children and Adolescents (LEPINA) states that initial, basic, and secondary education are compulsory but does not specify ages for this schooling.(39) The General Education Law states that initial education typically begins at age 4 and comprises 3 years; basic education begins at age 7 and comprises 9 years; and secondary education comprises an additional 2 years, making education compulsory to age 18.(44)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Welfare (MTPS)	Enforce regulations on child labor, including hazardous child labor. Inspect registered businesses for all types of labor violations, including child labor.(10, 15) Maintain a special child labor unit that trains inspectors and businesses on child labor law.(48) Refer cases of possible crimes committed against children to the Office of the Attorney General.(10)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Office of the Attorney General (AG)	Enforce criminal law related to the worst forms of child labor. Maintain the AG's Special Unit on Trafficking in Persons and Related Crimes, made permanent by Article 11 of the Special Law Against Trafficking in Persons, that consists of prosecutors who investigate human trafficking and related crimes.(6, 10, 41) Refer exploited children to the Salvadoran Institute for the Comprehensive Development of Children and Adolescents (ISNA) for social services and shelter.(10)
National Civilian Police (PNC)	Enforce criminal laws regarding the worst forms of child labor. Maintain the PNC's Special Unit on Trafficking in Persons and Related Crimes, made permanent by Article 12 of the Special Law Against Trafficking in Persons, that investigates cases of commercial sexual exploitation and human trafficking, including child trafficking.(10, 15, 41) Maintain an emergency hotline that receives complaints about commercial sexual exploitation and human trafficking.(49)
Salvadoran Institute for the Comprehensive Development of Children and Adolescents (ISNA)	Receive referrals from law enforcement agencies on cases of criminal exploitation of children, including forced labor, human trafficking, and the commercial sexual exploitation of children. Provide child victims with services, including shelter; medical attention; psychological help; and legal advice.(50)

Labor Law Enforcement

In 2015, labor law enforcement agencies in El Salvador took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$1,770,070 (3)	\$1,862,755 (6)
Number of Labor Inspectors	114 (3)	186 (6)
Inspectorate Authorized to Assess Penalties	Yes (3)	Yes (3, 6)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (47)
■ Training on New Laws Related to Child Labor	Unknown	Yes (6)
■ Refresher Courses Provided	Yes (3)	Yes (6)
Number of Labor Inspections	36,495 (51)	27,241 (51)
■ Number Conducted at Worksite	36,495 (47, 51)	27,241 (47, 51)
■ Number Conducted by Desk Reviews	0 (47)	0 (47)
Number of Child Labor Violations Found	20 (3)	11 (6)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (3)	0 (6)
■ Number of Penalties Imposed That Were Collected	0 (3)	0 (6)
Routine Inspections Conducted	Yes (3)	Yes (6)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (3)	Yes (3, 6)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (3)	Yes (3, 6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (10)	Yes (6)

In 2015, the Inspection Department of the Ministry of Labor and Social Welfare (MTPS) reported that its level of funding was insufficient to enforce labor laws.(6) During the reporting period, the MTPS employed 186 labor inspectors, which is a significant increase from the 114 inspectors employed in 2014.(3, 6) Despite this increase, the Government reported that the current number of inspectors is inadequate to inspect for labor violations nationwide.(6)

In October 2015, the MTPS, with support from the Spanish International Development Agency, created the School of Labor Inspection Trainings. The school trained MTPS officials on the prevention of risks in the workplace as well as on the detection of forced labor and trafficking in persons.(6) During the reporting period, the MTPS, in conjunction with the National Council for Children and Adolescents (CONNA), trained 2,473 public officials, including judges, police, and public defenders, on their roles in enforcing the 2014 Special Law Against Trafficking in Persons.(6)

El Salvador

MODERATE ADVANCEMENT

In 2015, the MTPS conducted 27,241 labor inspections; of these, 1,477 were child labor-specific inspections.(47, 51) Research did not find information on the sectors or geographical regions in which these inspections were conducted. As a result of the inspections, the MTPS found 11 children under the minimum age of 14 engaged in work without prior authorization.(6) Research did not find information on the activities in which these children were engaged. The MTPS did not report issuing any penalties or collecting any fines for these child labor violations in 2015.(6)

Reports indicate that the inspection process, which may include complaint driven and unannounced inspections, can entail multiple visits per site and that the MTPS's process to issue penalties can sometimes take up to 6 months. The Government reports that the Labor Committee of the Legislative Assembly is drafting an updated Labor Procedures Code, which will include provisions to streamline the issuance of penalties.(47)

In El Salvador, children removed from child labor are referred to the Salvadoran Institute for the Comprehensive Development of Children and Adolescents (ISNA) for services. Research could not determine whether the MTPS referred the 11 children it found in child labor to ISNA for services. In 2015, ISNA reported assisting a total of 62 children that were engaged in child labor, including its worst forms.(6)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in El Salvador took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (6)
■ Refresher Courses Provided	Yes (3)	Yes (52)
Number of Investigations	42 (30)	43 (6)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	3 (30)	19 (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (30)	Yes (6)

In 2015, the Government reported that the National Civilian Police's (PNC) Special Unit on Trafficking in Persons and Related Crimes comprised 30 officials, including 25 investigators, and the Attorney General's (AG) Special Unit on Trafficking in Persons and Related Crimes comprised 21 officials, including 12 prosecutors.(6) Both units are mandated by the 2014 Special Law Against Trafficking in Persons.(41)

During the reporting period, the AG provided training to all prosecutors in its Special Unit on Trafficking in Persons and Related Crimes on the 2014 Special Law Against Trafficking in Persons. The training was conducted in collaboration with the IOM.(6)

Criminal law enforcement agencies in El Salvador have reported that they lack sufficient resources to adequately investigate and prosecute crimes, including the worst forms of child labor.(3) Although the Government has funded and begun implementing the Special Law Against Trafficking in Persons, which expands and strengthens law enforcement agencies, reports indicate that increased coordination between the PNC and the AG is needed to improve the investigation and prosecution of criminal cases involving the worst forms of child labor.(47) In addition, reports indicate that coordination between criminal law enforcement agencies and social service agencies also needs improvement.(30)

In El Salvador, children removed from the worst forms of child labor are referred to ISNA for services.(6) Reports indicate that ISNA also assists children engaged in the worst forms of child labor without referrals. Of the 62 children engaged in child labor ISNA assisted, 27 were engaged in commercial sexual exploitation, 11 were engaged in illicit activities, and 10 were engaged in forced begging.(6) Research could not determine whether these cases were referred to law enforcement agencies for investigation and prosecution.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee for the Eradication of Child Labor (CNETI)	Determine and implement government efforts to combat child labor, including the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms. Chaired by the MTPS and includes 12 government agencies, along with representatives from labor unions, business associations, and NGOs.(2, 15, 53) Use a Web-based monitoring system that allows government agencies to share and analyze information on their agencies to coordinate the implementation of the Roadmap.(54-56) In 2015, convened to draft an action plan for implementing the Roadmap to Make El Salvador a Country Free of Child Labor for the period 2016–2017.(47)
National Council Against Trafficking in Persons (CNCTP)	Coordinate government efforts to combat trafficking in persons, including by implementing the National Policy Against Trafficking in Persons.(57) Headed by the Ministry of Justice and Public Security, and composed of 11 government ministries and law enforcement agencies. Made permanent by the Special Law Against Trafficking in Persons, and administered by an Executive Secretariat and a Technical Committee.(1, 30, 41)
National Council for Children and Adolescents (CONNA)	Develop policies to protect the rights of children, including child labor policies, and implement the LEPINA and the National Policy for the Protection of Children and Adolescents (PNPNA).(39, 58, 59) Composed of Departmental and Local Committees for Children's and Adolescents' Rights, ISNA, the Ministry of Public Security and Justice, the AG, the Human Rights Ombudsman, and other agencies.(15) Maintain a Public Registry of civil associations that monitor and advocate for the rights of children and adolescents.(60) In 2015, issued a National Action Plan to implement the PNPNA for the period 2014–2017.(61) Also during the reporting period, continued to provide technical assistance in developing the Departmental and Local Committees for Children's and Adolescents' Rights, as mandated by the LEPINA. As of April 2015, Local Committees had been created in 20 municipalities to help develop local plans and policies for the defense and promotion of children's rights.(62, 63)
Departmental and Local Committees for Children's and Adolescents' Rights	Implement CONNA's policies, including the PNPNA, at the departmental and municipal levels, as well as receive complaints of child rights violations at the departmental level. Composed of local elected officials, government specialists in public health and education, and members of civil society.(39, 62-64)

Reports indicate that the National Council for Children and Adolescents (CONNA) lacks sufficient resources to implement all of its mandates established by the LEPINA. As a result, it cannot fully implement the interagency coordination mechanisms it has developed to combat child labor and protect children's rights.(15, 65)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of El Salvador has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms	Serves as the Government's main policy framework to eliminate the worst forms of child labor. Aims to eliminate the worst forms of child labor by 2015, and all child labor by 2020, by reducing poverty, improving education and health, protecting children's rights, raising awareness, and generating knowledge.(1, 66)
National Policy for the Protection of Children and Adolescents (PNPNA) (2013–2023)	Sets government policies aimed at guaranteeing children's rights and protecting them from violence and harm, including the worst forms of child labor. Other objectives include improving health services for children, improving access to quality education, improving services for children with disabilities, and reducing poverty among children, among others.(59)
National Action Plan for the PNPNA (2014-2017)†	Sets a framework for the implementation of the PNPNA for the period 2014-2017. By focusing on children's and adolescents' rights, gender equality, and social inclusion, aims to address PNPNA objectives including the prevention of violence, the promotion of access to quality education, and the elimination of child labor, including its worst forms.(61, 67)
National Policy Against Trafficking in Persons	Defines a comprehensive plan to combat human trafficking of both adults and children, including commercial sexual exploitation, labor exploitation, begging, pornography, and sex tourism. Aims to improve prevention efforts, victim assistance, prosecution, interagency coordination, training, and anti-corruption efforts.(1, 68, 69)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Inclusive Education Policy	Defines actions that the Ministry of Education (MINED) should implement to improve education for marginalized and excluded groups, including child laborers.(1, 70)
National Youth Policy (2010–2024)*	Outlines the Government's strategy to provide integrated services to socially excluded youth. Includes the goal of providing vocational training and creating 50,000 temporary jobs for youth.(71)
Cooperative Agreement for the Elimination of Child Labor in the Sugarcane Sector†	Aims to increase cooperation between the MTPS and the Sugar Association of El Salvador in efforts to eliminate child labor in the sugarcane sector. Objectives include increasing labor inspections in the production of sugarcane and child labor awareness-raising programs, each with technical and financial support from ILO-IPEC. Signed in 2012 and renewed in June 2015. (72, 73)
Cooperative Agreement for the Elimination of Child Labor in the Construction Sector†	Aims to reduce child labor in the construction sector through the exchange of strategies for the prevention and elimination of child labor among relevant businesses, labor unions, and government agencies.(74) Participating agencies include the Ministry of Public Works, which commits to review El Salvador's public procurement policies and legislation to ensure that companies that contract with the Government prohibit the hiring of minors. Signed by the ILO, the Government, and the Salvadoran Chamber of Construction Companies.(74)
Alliance for Prosperity in the Northern Triangle	Aims to create economic growth, increase educational and vocational training opportunities for youth, and reduce violence in Honduras, Guatemala, and El Salvador, in part to reduce the number of unaccompanied minors who leave El Salvador and other Central American countries for the United States and who are vulnerable to human trafficking. Signed by the presidents of each country in 2014.(75-77)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by El Salvador at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(78-80)
Memorandum of Understanding between El Salvador and Colombia on Preventing and Investigating Trafficking in Persons and Assisting Victims	Establishes joint actions between Salvadoran and Colombian government agencies to improve their coordination in preventing and investigating human trafficking cases and protecting victims. Signed in 2013.(81)
Central American Regional Coalition to Combat Human Trafficking	Aims to improve government and civil society efforts to combat human trafficking in Central America. Includes the participation of civil society organizations and the national police and public prosecutors' offices in Central America.(82-84) Includes a Memorandum of Understanding between El Salvador and Guatemala on Protecting Trafficking Victims and the Illicit Trafficking of Migrants, which establishes actions for the Governments of Guatemala and El Salvador to improve the protection of trafficking victims and reduce the trafficking of migrants along the Guatemala-El Salvador border. Includes a focus on improving services for children.(82-84)
Partnership for Growth: Joint Country Action Plan between El Salvador and the United States (2011–2015)	Aims to promote broad-based economic growth in El Salvador, with a focus on human capital development and crime prevention, including the provision of assistance to at-risk youth.(85, 86)
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(87, 88) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(87, 89)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration†	Aims to strengthen regional cooperation in order to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by El Salvador at the XX Regional Conference on Migration in Mexico City (November, 2015).(90-92)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of El Salvador funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Project to Combat Child Labor in El Salvador	\$14 million USDOL-funded, 5-year project implemented by ILO-IPEC to combat child labor, including by strengthening national and municipal government capacity to address child labor.(93, 94) As of October 2015, project has provided educational or vocational services to 13,054 children engaged in or at high risk of entering child labor, and livelihood services to 5,100 families of child laborers or children at high risk of entering child labor.(95) In 2015, project assisted MTPS in developing a new operational plan for 2015 to 2017 outlining specific steps government agencies may take to implement the Roadmap to Make El Salvador a Country Free of Child Labor and its Worst Forms. In addition, project worked with the Ministry of Finance to begin developing regulations that require the prohibition of child labor in public procurement processes.(95)
Youth Pathways Central America (2015 – 2019) (<i>Senderos Juveniles</i>)*	\$13 million USDOL-funded, 4-year project implemented by Catholic Relief Services to prevent at-risk youth, including returned migrant youth, in El Salvador and Honduras from engaging in hazardous work by providing them with vocational training, skills programs, employment services, and other holistic support services. Works with the Governments, private sector stakeholders, and community organizations to improve job training models for at-risk youth, increase the number of job opportunities accessible to at-risk youth, and support self-employment opportunities for youth.(96)
Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries, including El Salvador, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(97)
“Don’t Put Your Lives at Risk” Public Awareness Campaign (<i>No pongas en riesgo sus vidas</i>)†	CONNA campaign that sensitizes children and their families to the dangers of irregular and unaccompanied migration, including the risks of being trafficked and forced to engage in commercial sexual exploitation. Supported by UNICEF and IOM.(47, 98)
Public Awareness Campaigns on Child Labor†	Government public-awareness campaigns implemented by MINED, the Ministry of Health, CONNA, and others to inform children about the dangers of child labor, including manufacturing and handling fireworks.(99, 100) In 2015, MINED implemented awareness efforts in 74 school districts with high levels of child labor.(3, 47)
First I Learn (<i>Primero Aprendo en Centroamérica</i>)	MTPS project implemented with the Ministries of Labor from Nicaragua and Guatemala that assisted 1,000 children at risk of commercial sexual exploitation in the three countries. Provided training to businesses in the tourism sector on commercial sexual exploitation and developed a manual for workers on the prevention and eradication of child labor.(3)
Strengthening Regional and National Authorities in TIP Prevention and Victims Care Campaign	Directorate of Migration and Foreigners program implemented by Save the Children to raise public awareness of methods used by human traffickers. Focused primarily on helping women and girls detect traffickers’ schemes.(52)
Solidarity Communities Programs (<i>Comunidades Solidarias</i>)†	Government programs implemented in the poorest municipalities to reduce social exclusion and boost household income by increasing access to public services and building human capital. Includes Health and Education Bonus Programs that assist more than 100,000 families with cash transfers conditioned on children’s school attendance and regular health checkups.(1, 101, 102) Includes the Temporary Income Support Program (PATI) that provides financial support and vocational training to beneficiaries ages 16 and older and female heads of household who face poverty. PATI is financed with support from the World Bank.(1, 101, 102)
School Meal and School Supply Program†	MINED programs that provide low-income children with school meals and school supplies, including uniforms, to encourage school attendance.(103-105) In 2015, continued to assist 1.4 million students with school meals.(6, 106)
Inclusive Full-Time School Program (<i>Escuela Inclusiva de Tiempo Pleno</i>)†	MINED program that provides extracurricular programs in schools, such as art and entrepreneurship classes, to extend the school day and prevent children from becoming involved in harmful activities. Funded by the World Bank, USAID, the Millennium Challenge Corporation, and others, with the Government providing \$10.2 million.(3, 107, 108) In 2015, program operated in 1,620 schools in 100 municipalities across the country, including with technical support from World Vision.(3, 109, 110)
School Prevention and Security Plan†	Programs implemented by MINED, the Ministry of Justice and Public Security, and the PNC in schools with high levels of violence. Includes activities such as providing psychological help, skills workshops for youth, crisis intervention, and increased police patrols.(105, 111) Expanded in 2015-2016 to operate in approximately 1,000 schools.(112)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Education and Monitoring Program for the Eradication of Child Labor (2012 – 2015)	\$1.3 million Government of Spain-funded, 3-year project implemented by ILO-IPEC to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including El Salvador. A main objective of the project is to develop information systems on the worst forms of child labor.(113)
Elimination of Child Labor in Latin America (Phase 4) (2011 – 2015)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including El Salvador.(113)

* Program was launched during the reporting period.

† Program is funded by the Government of El Salvador.

The Government implements several programs to reduce the worst forms of child labor by assisting poor families and school children; however, research found no evidence that the Government has programs that assist child laborers who may not be living with their families or attending school, such as children engaged in domestic service. In addition, although government programs have expanded basic education coverage, gang violence, including the extortion of school children, has hindered efforts to increase school enrollment and decrease dropout rates.(34, 112, 114, 115)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in El Salvador (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that monetary penalties for child labor violations are proportionate to the nature and seriousness of the offence.	2009 – 2015
Enforcement	Provide sufficient funding and resources to the MTPS and criminal law enforcement agencies to fully enforce child labor laws.	2010 – 2015
	Ensure that the number of labor inspectors is sufficient to fully enforce child labor laws.	2014 – 2015
	Make publicly available information on whether unannounced or targeted inspections are conducted, including the sectors and geographical regions in which inspections are conducted, and on the activities in which children are engaged as a result of inspections.	2014 – 2015
	Strengthen enforcement of child labor and other laws by streamlining the labor inspection process and the issuance of fines.	2009 – 2015
	Ensure that citations are issued, penalties are imposed, and fines are collected for child labor violations.	2015
	Ensure that law enforcement agencies and the ISNA refer child labor cases to one another for social services and prosecution, respectively.	2015
	Publicly report on the number of criminal violations and prosecutions related to the worst forms of child labor.	2015
	Improve coordination between the PNC and the AG in their investigation and prosecution of criminal cases, as well as their referral of cases to social service providers.	2014 – 2015
Coordination	Provide sufficient funding to CONNA to fully implement the LEPINA.	2012 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Youth Policy for 2010–2024.	2014 – 2015
Social Programs	Conduct a study on the use of children in illicit activities.	2009 – 2015
	Improve children's access to education by ensuring that school children are safe in schools.	2011 – 2015
	Implement programs to address child labor in domestic service.	2014 – 2015

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Eritrea

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

In 2015, Eritrea made efforts to eliminate the worst forms of child labor, but was also complicit in the use of forced child labor. While the Government drafted legislation that contains prohibitions on the commercial sexual exploitation of children, Eritrea is receiving an assessment of no advancement due to its continued requirement that children participate in a national program called Maetot, under which children in grades 9 to 11 engage in compulsory labor in agricultural, environmental, or hygiene-related public works projects. In addition, although the law prohibits the recruitment of children under age 18 into the armed forces, there may be children enrolled in the Government's compulsory military training program. Children in Eritrea are also engaged in child labor, including in agriculture and street work. The Government does not make law enforcement data publicly available. National laws and regulations also only identify a limited number of hazardous activities prohibited for children, and there is a lack of specific penalties for those who employ children who are under the minimum age for work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Eritrea are engaged in child labor, including in agriculture and street work.(1-4) Table 1 provides key indicators on children's work and education in Eritrea. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		36.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(5)
Data were unavailable from Understanding Children's Work Project's analysis, 2015.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including the production of corn,* wheat,* sorghum,* and other grains* (1-3, 7) Herding livestock* (1, 3)
Industry	Small-scale manufacturing* (1, 7, 8) Mining* (2, 9)
Services	Domestic work (1, 3, 7) Working in garages, bicycle repair shops, tea and coffee shops, and metal workshops (1, 3, 7) Street work, including selling cigarettes, newspapers, and chewing gum; cleaning cars; begging; and transporting goods on donkey carts or tricycles* (1, 3, 4, 7) Gathering firewood and hauling water* (1, 3)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (1, 8, 10, 11)
	Compulsory participation in Active National Service or the Popular Army prior to the age of 18 for military training, and agricultural and domestic work (3, 11-15)
	Forced labor, including in agriculture, environmental protection, and begging* (1, 3, 9, 11, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Some Eritrean girls who travel to Saudi Arabia or Gulf states for domestic work are subjected to commercial sexual exploitation upon arrival.(10) A smaller number of girls are trafficked for commercial sexual exploitation in South Sudan, Sudan, and Israel.(11)

The Ministry of Education operates a national program, *Maetot*, under which children in grades 9 to 11 are required to engage in compulsory labor in public works projects in agriculture and environmental protection during their summer holidays, in some cases for as long as 2 months.(3, 11, 16-18) Adolescents may be required to dig irrigation ditches or canals, maintain agricultural terracing, or produce and maintain school furniture.(1, 3, 15) Government declarations indicate that the purpose of *Maetot* is to instill a proper work ethic in adolescents and to expose them to people of other ethnic backgrounds, with the aim of fostering their appreciation for diverse cultures and strengthening national unity through cooperation and self-reliance.(17)

The Proclamation on National Service No. 82/1995 establishes compulsory military training and service, known as Active National Service, for all citizens ages 18 to 40.(19) To graduate from high school and meet the compulsory training component of National Service, students are required to complete their final year of schooling (grade 12) at the Sawa Education and Military Training Camp in remote western Eritrea; these students have typically reached age 18, but some are reportedly younger.(3, 11, 12, 14, 19) Limited evidence suggests military training includes military discipline and procedures, weapons training, and a 2- to 4-week war simulation.(14) Research found that some students are forced to conduct agricultural activities on government-owned farms, in addition to their military training, and girls may be subject to forced domestic work in military training centers.(15) For some attending Sawa, National Service may consist of 6 months of military training, followed by employment in a government work unit for 12 months. However, for others, the Government often fails to abide by the Proclamation’s 18-month limit on Active National Service.(20) Eritreans may be compelled to remain in the military indefinitely, or they may be assigned to work units not of their choosing.(20)

The uncertain length of service, lack of hope of ever being demobilized, inability to earn higher wages in the private sector, and notoriously harsh working conditions in the National Service provoked a significant number of youth, including unaccompanied minors, to flee Eritrea and may have also encouraged many to resort to the use of international smuggling or human trafficking networks.(12, 14, 18, 20, 21) Adolescent children who attempted to leave Eritrea were sometimes detained or forced to undergo military training, despite being younger than the minimum age of 18 for compulsory military recruitment.(11, 14)




National Service places an economic burden on children as their parents and older siblings are either already conscripted and paid meager wages, or have fled the country to avoid indefinite conscription. Many children drop out of school to work and financially support their families before they are conscripted.(14) Additional barriers that children face in accessing education are a shortage of schools; the inability to afford uniforms, supplies, and transportation; and a lack of birth registration, which is required to attend school.(3, 22)

Research did not find information on whether the Government made an effort to collect or publish data on the worst forms of child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Eritrea has ratified most key international conventions concerning child labor, including its worst forms (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 68 of the Labour Proclamation (23)
Minimum Age for Hazardous Work	No		
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Articles 565 and 605 of the Penal Code (24)
Prohibition of Child Trafficking	Yes		Article 605 of the Penal Code (24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 594, 595, 604, 605, and 609 of the Penal Code (24)
Prohibition of Using Children in Illicit Activities	Yes		Article 510 of the Penal Code (24)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 8 of the Proclamation on National Service (19)
Minimum Age for Voluntary Military Service	N/A		
Compulsory Education Age	No		
Free Public Education	No		

In May 2015, the Government announced that it was considering the establishment of a new Criminal Code that contains prohibitions on the commercial sexual exploitation of children. However, the Code has not yet been proclaimed. Laws regarding the commercial sexual exploitation of children are insufficient as the procurement and offering of a child for prostitution, the production of pornography, and the use of children for pornographic purposes are not criminally prohibited.(12, 18)

The law's minimum age protections do not apply to children working outside formal employment relationships, such as those who are self-employed.(23, 25)

The Labour Proclamation of Eritrea No. 118/2001 does not require employers to keep a register containing the name, age, or date of birth of their employees, nor does it prescribe specific penalties for employers of children in hazardous work or employers of children under the minimum age for work.(23, 26)

A child may become an apprentice at age 14 and is not prohibited from engaging in hazardous work in supervised vocational training programs.(23, 26, 27)

Article 69 of the Labour Proclamation authorizes the Minister to issue a list of activities prohibited to children under age 18; however, the Government of Eritrea has not determined by national law or regulation the types of hazardous work prohibited for children.(23, 28)

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Laws related to the use of children in illicit activities are not sufficient because offering and procuring a child for the production and trafficking of drugs are not criminally prohibited.(24)

Minimum age for voluntary military service is not applicable to Eritrea because all citizens ages 18 to 40 have the compulsory duty of performing Active National Service under the Proclamation on National Service No. 82/1995.(19)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Human Welfare	Enforce child labor laws and monitor children working in hazardous conditions, particularly in urban areas.(18, 29)
Popular Army	Perform night patrols and refer cases of commercial sexual exploitation of children or other exploitative practices to the Eritrean Police.(1, 30)
Eritrean Defense Forces	Refer cases of the worst forms of child labor to the Eritrean Police or the Ministry of Labor.(1, 30)
Eritrean Police	Enforce laws and investigate referred cases of child trafficking and commercial sexual exploitation of children.(1, 30)
National Security Administration	Work with the Eritrean police to combat the commercial sexual exploitation of children.(10)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Eritrea took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	Unknown	Unknown
Number of Child Labor Dedicated Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

Criminal Law Enforcement

Research did not find whether criminal law enforcement agencies in Eritrea took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Eritrea has established policies related to child labor, including its worst forms (Table 8).

Table 8. Policies Related to Child Labor

Policy	Description
Comprehensive Child Policies	Aims to prevent and eliminate child labor in Eritrea. Prepared in collaboration with UNICEF, the policies align with the UN Strategic Partnership Cooperation Framework.(30)
UN Strategic Partnership Cooperation Framework (2013–2016)	Aims to enhance the well-being of Eritreans through equitable access to quality basic education and strengthened protection of vulnerable children from exploitation.(31)
National Policy on Education*	Establishes 8 years of compulsory, free education for all citizens.(28, 32)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Research did not reveal the extent to which the Comprehensive Child Policies were implemented, or what their impact has been on the elimination of the worst forms of child labor. The Government's compulsory military training requirement for Active National Service for students in grade 12 may diminish the impact of Eritrea's policies to combat the worst forms of child labor on all those wishing to obtain high school diplomas. In addition, the Government's continued use of compulsory labor through the *Maetot* program may also diminish these efforts.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Eritrea participated in one program that may contribute to the prevention or elimination of child labor (Table 9).

Table 9. Social Programs to Address Child Labor

Program	Description
UNICEF Country Program (2013–2016)	UNICEF program, in collaboration with the Government, that aims to build on previous progress in complementary and nomadic education, and to assist the Government in enhancing the quality of basic education.(22) UNICEF also works with the Ministry of Labor to provide social integration and counseling services to approximately 3,500 street children.(33)

Although the Government of Eritrea participates in a program that targets street children, the scope of this program is insufficient to fully address the extent of children in street work. Furthermore, research found no evidence of programs that target children working in agriculture and domestic work and that specifically address the worst forms of child labor.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Eritrea (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO C. 182 on the Worst Forms of Child Labor.	2013 – 2015
	Establish a minimum age for hazardous work and determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2015
	Ensure that all children are protected by minimum age laws, including those who are self-employed.	2015
	Amend the Labor Proclamation to require employers to keep a register containing the name and age or date of birth of their employees, and provide penalties for employers of children in hazardous work and employers of children under the legal minimum age.	2010 – 2015
	Prohibit children in supervised vocational training programs from engaging in hazardous work, in line with international conventions.	2009 – 2015
	Ensure that procuring and offering a child for prostitution, the production of pornography, and for pornographic performances are criminally prohibited.	2015
	Ensure that procuring and offering a child for the production and trafficking of drugs are criminally prohibited.	2015
Enforcement	Collect data on labor and criminal law enforcement and make the data publicly available.	2009 – 2015
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Policy on Education.	2009 – 2015
	Ensure that the Comprehensive Child Policies are implemented and assess their impact on eliminating the worst forms of child labor.	2009 – 2015
	Ensure that children under age 18 are not recruited into Active National Service.	2009 – 2015
	Cease requiring children to perform compulsory labor under the <i>Maetot</i> program during the school break.	2009 – 2015
Social Programs	Ensure all children have access to education by building more schools, removing financial barriers, and increasing birth registration.	2010 – 2015
	Conduct research on child labor, including its worst forms.	2009 – 2015
	Expand existing programs to address the scope of children in street work. Institute programs to address child labor, including in agriculture and domestic work and the worst forms of child labor, including in commercial sexual exploitation.	2009 – 2015

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In 2015, Ethiopia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Ethiopia adopted the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants, which criminalizes all forms of human trafficking and contains provisions to prevent child trafficking and other worst forms of child labor, including separate penalties for child trafficking. The Government also made a number of efforts to improve labor law enforcement and participated in and implemented several programs, including the renewal of the Productive Safety Net Program, which includes the goal of eliminating the worst forms of child labor. However, children in Ethiopia continue to engage in child labor, including in agriculture, and in the worst forms of child labor, including in forced labor in domestic work and textile weaving. The law in Ethiopia does not include free basic education or compulsory age for education, which leaves children vulnerable to the worst forms of child labor. Social programs to combat child labor have not sufficiently targeted sectors with high incidences of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ethiopia are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in forced labor in domestic work and textile weaving.(1-3) Data from the Government's 2011 Demographic and Health Surveys show that 27 percent of children age 5-17 in Ethiopia are involved in child labor. In addition, Demographic and Health Surveys data indicate child labor is more common among males and in rural areas.(4) Table 1 provides key indicators on children's work and education in Ethiopia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.0 (5,545,319)
Attending School (%)	5-14 yrs.	54.0
Combining Work and School (%)	7-14 yrs.	17.0
Primary Completion Rate (%)		47.4

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Surveys, 2011.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting and harvesting apples,* coffee,* cotton,* bananas,* and sugarcane,* (7-15)
	Herding cattle (10, 11, 14, 16, 17)
	Fishing,*† activities unknown (10-12, 15, 18)
Industry	Mining† gold (9, 14)
	Quarrying*† (10, 18)
	Construction,† including carrying heavy loads and digging.(10-12, 14, 19, 20)
	Making pottery products* (10, 14)
	Traditional weaving of (hand-woven) textiles(10, 11, 14, 21)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work† (1-3, 15, 19, 21, 22)
	Unpaid household services, including carrying heavy loads of water* and firewood* (10, 14, 15)
	Street work,† including as shoe shiners, assistants to taxi drivers,* vendors, porters,* and beggars (1, 10-12, 17, 22, 23)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 3, 17, 22, 24)
	Forced labor in domestic work, herding,* street vending,* and traditional weaving of hand-woven textiles, each sometimes as a result of human trafficking (3, 10, 25-27)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




In Ethiopia, children work in the traditional weaving industry in Addis Ababa and in the Gamo Gofa and Wolaita Zones.(20) Sources indicate that children are trafficked from rural areas to Addis Ababa and to other regions of the country for forced labor in the weaving industry.(3, 10) The Confederation of Ethiopian Trade Unions reports an increase in child labor in the construction industry in recent years.(14, 19) During the reporting period, the Government of Ethiopia conducted a nationwide Child Labor Report.(20)

Although the Government has improved access to education, the lack of adequate schools and trained teachers in rural areas increases children's risk of entering the workforce at a young age. In addition, the cost of school supplies keeps some children from attending school.(14, 28-30) In 2015 droughts and floods also hindered children's access to education in Afar; Amhara; Benishangul-Gumuz; Dire Dawa; Gambella; Harar; Oromia; Somali Region; Southern Nations, Nationalities, Peoples Region (SNNPR); and Tigray.(31-33) In SNNPR, sexual abuse and harassment of girls in schools is an additional barrier to education.(29) Although the Vital Events Registration Proclamation requires the registration of all births, many children in Ethiopia are not registered. Unable to prove their citizenship, unregistered children may have difficulty accessing services such as education.(21, 34-36) In addition, the rollout of the Vital Events Registration Proclamation continues to be delayed by the absence of uniform national identification cards.(3, 36)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Ethiopia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 89(2) of the Labour Proclamation (37)
Minimum Age for Hazardous Work	Yes	18‡	Articles 89(1) and 89(3) of the Labour Proclamation (37)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 89(4) of the Labour Proclamation; Directive on Prohibited Occupations for Young Workers (37-39)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 18(3) of the Constitution; Article 596 of the Criminal Code; Articles 2.4, 3 and 4 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants; Part 2 and 4 of Regulation No. 2/2007 Southern Nations, Nationalities, Peoples Region (SNNPR) for Prevention and Control of Child Trafficking and Labour Exploitation in Gamo Gofa Zone; and Part 2 and 4 of Regulation No. 3/2007 for the Prevention and Control of Abusive and Vulnerability Situations Committed Against Children of Wolaita Zone (40-44)
Prohibition of Child Trafficking	Yes		Article 18(2) of the Constitution; Articles 597, 635, and 637 of the Criminal Code; Article 3.2 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants; Part 1 and 4 of Regulation No. 2/2007 SNNPR for Prevention and Control of Child Trafficking and Labour Exploitation in Gamo Gofa Zone (40-43)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 634–636 of the Criminal Code; Article 2.4, 3, and 4 of the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants (41, 42)
Prohibition of Using Children in Illicit Activities	Yes		Article 525 of the Criminal Code (41)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 270 of the Criminal Code (41)
Compulsory Education Age	No		
Free Public Education	No		

* No conscription(41)

‡ Age calculated based on available information (37)

In July 2015, the Government issued the Proclamation to Provide for the Prevention and Suppression of Trafficking in Persons and Smuggling of Migrants, which criminalizes all forms of human trafficking, including the trafficking of children. The law prescribes penalties of up to life imprisonment and a fine of up to approximately \$20,000 against those convicted of trafficking children, which is a punishment commensurate with the penalties prescribed for other serious crimes, such as rape.(42, 45, 46) The law also provides for legal protection and social assistance to victims of human trafficking. Under the law, children identified as victims of human trafficking are to receive specialized assistance that addresses the particular needs of minors, including family reintegration service.(42, 45, 46)

In February 2015, two local bylaws were enacted in Ethiopia. The SNNPR enacted Regulation No. 2/2007 for the Prevention and Control of Child Trafficking and Labour Exploitation in Gamo Gofa Zone.(43) The law prohibits child trafficking and calls for the establishment of task forces and a fund to assist with rescuing children as well as preventing and controlling child exploitation and human trafficking.(43) Regulation No. 3/2007 for the Prevention and Control of Abusive and Vulnerability Situations Committed against Children of Wolaita Zone prohibits family members from engaging their children in forced labor and hazardous work, and calls for the establishment of task forces and a fund to support vulnerable and abused children.(44)

Despite the establishment of these laws, Ethiopian laws related to child labor are not completely in compliance with international standards. Article 89(5) of the Labour Proclamation allows children ages 14 to 16 to engage in certain forms of hazardous work, if the work is performed following a government-approved vocational training course.(37, 47) The minimum age provisions of the law do not apply to children working outside of a contractual employment relationship.(30, 47, 48) In addition, the penalties for violating child labor laws, outlined in Article 185 of the Labour Proclamation, are low and do not generally deter violations.(37, 49)

In Ethiopia, there is no age up to which education is compulsory nor is there free basic education for children. Since children cannot access free basic education and are not legally required to attend school, they may be vulnerable to engaging in the worst forms of child labor.(19, 30, 47)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Affairs (MOLSA)/Occupational Safety and Health Case Team (OSHCT)	Enforce occupational safety, health, and wage and hour protections, which include child labor laws. (14, 17, 49) Collect and analyze data and make policy recommendations on labor. Located in the MOLSA.(13, 49-51)
Regional Bureaus of Social and Labor Affairs (BOLSA) and City Administration	Conduct labor inspections at the zonal offices and at the regional and city levels.(49) Operate an occupational safety and health laboratory in Addis Ababa to identify workplace hazards.(35)
Ethiopian Federal Police Commission and the Ministry of Justice	Investigate and prosecute criminal violations of laws that protect against the worst forms of child labor.(9, 19) Provide trained child protection officers in regional police stations. Provide Child Protection Unit in 10 Addis Ababa sub-city police stations.(52)
Human Trafficking and Narcotics Section	Collaborate with the prosecutor's office to investigate human trafficking, prosecute offenders, and report and collect human trafficking data. Located in the Organized Crime Investigation Unit of the Federal Police.(3, 9, 19)
Ministry of Women, Children, and Youth Affairs (MOWYCA)	Develop and implement programs to protect vulnerable children and monitor alleged violations of child protection laws, including those related to the worst forms of child labor.(2, 53)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Ethiopia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$1.29 million (54)	\$300,000 (20)
Number of Labor Inspectors	382 (54)	423 (20)
Inspectorate Authorized to Assess Penalties	No (49)	No (20)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (54)	Yes (20)
■ Training on New Laws Related to Child Labor	Unknown (54)	Unknown
■ Refresher Courses Provided	Yes (54)	Yes (20)
Number of Labor Inspections	35,600 (55)	37,500 (20)
■ Number Conducted at Worksites	Unknown (54)	Unknown
■ Number Conducted by Desk Reviews	Unknown (54)	Unknown
Number of Child Labor Violations Found	Unknown* (54)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (54)	Unknown
■ Number of Penalties Imposed That Were Collected	N/A (54)	N/A
Routine Inspections Conducted	Unknown (54)	Yes (20)
■ Routine Inspections Targeted	Unknown (54)	Yes (20)
Unannounced Inspections Permitted	Yes (54)	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (55)	Yes (20)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Yes (20)

*The Government does not make this information publicly available.

In 2015, labor inspectors received training on domestic and international laws pertaining to prohibited work for youth laborers and learned techniques to identify child laborers.(20) Insufficient resources and an inadequate number of staff prevent proper enforcement of child labor laws in Ethiopia.(49) Inspections are particularly lacking in the agricultural sector in rural areas, at construction sites in urban areas, and at sites of domestic work nationwide.(20).During the year, labor inspectors conducted 37 complaint-based inspections.(20) According to the ILO standard of 1 inspector for every 40,000 workers in less developed economies, Ethiopia should employ roughly 812 inspectors to enforce labor laws adequately throughout the country.(20, 56-58)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Ethiopia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (54)	Yes (20)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (20)

In 2015, trainings on the worst forms of child labor were reported to be sporadic and focused on human trafficking hotspots in major urban areas.(20) During the reporting period, the International Organization on Migration (IOM) collaborated with the Ministry of Justice and the Ethiopian Federal Police Commission to conduct trainings on Ethiopia's new human trafficking law and victim-centered investigation techniques for prosecutors and judges in Addis Ababa, Amhara, and Oromia. In addition, the IOM provided training for 140 police investigators from Amhara, Oromia, SNNPR, and Tigray.(20) The World Vision, Inc.'s Ethiopians Fighting Against Child Exploitation project, funded by the USDOL, conducted a 4-day training on ILO Conventions and national laws related to child labor and human trafficking for 40 judges from the regions of SNNPR, Amhara, Benishangul Gumuz, Gambela, Oromia, SNNPR, Somali, and Tigray, and the cities of Addis Ababa and Dire Dawa. The UNODC provided anti-trafficking in persons training to 70 Ethiopian judges and prosecutors.(20, 59)

During the reporting period, the Forum on Sustainable Child Empowerment worked closely with local police from different regions and Ministry of Justice officials to reunite 389 child trafficking victims with their families.(20) Sources also reported that police departments and district officials refer victims of the worst forms of child labor to NGO-run shelters and government-run orphanages.(25)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on the Worst Forms of Child Labor	Coordinate activities on the worst forms of child labor. Members include MOLSA, the MOWYCA, and the Ministry of Education.(19) Research found no evidence that this committee convened during 2015.
MOLSA National Forum to Eliminate the Worst Forms of Child Labor	Combat the worst forms of child labor at the national level. Meet twice a year. Include participants from the Ethiopian Employers' Federation and Confederation of Ethiopian Trade Unions.(19) Continued consultations with the Confederation of Ethiopian Trade Unions during the reporting period.(60)
MOLSA child labor desk	Coordinate efforts between MOLSA and MOWYCA on child labor issues.(13, 35)
National Steering Committee against Sexual Exploitation of Women and Children	Develop action plans and coordinate activities against the commercial sexual exploitation of children.(28, 53) In 2015, the Committee opened a center at the Gandhi Hospital for child victims of commercial sexual exploitation.(60)
National Committee to Combat Trafficking in Persons	Address international exploitation, including the worst forms of child labor. Chaired by the Deputy Prime Minister, with representatives from the Ministries of Justice, Foreign Affairs, MOLSA, MOWYCA, and Education and regional presidents. Meet twice a year.(42, 61) Convened seminars to help regions establish their own anti-human trafficking bodies and disseminate the new anti-trafficking proclamation during 2015.(62)
National Anti-Human Trafficking and Smuggling of Migrants Task Force	Develop action plans quarterly and coordinate activities against trafficking in persons and migrant smuggling.(25, 42) Led by the Ministry of Justice, with representatives from the Ministries of Foreign Affairs, MOLSA, MOWYCA, Education, National Security and Intelligence Service, and Ethiopian Federal Police Commission. Include representation by deputy state ministers.(42)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Regional Technical Working Groups on Human Trafficking	Identify trends and areas that need public awareness campaigns on human trafficking. Meet weekly. Include officials from regional Federal ministries and agencies.(25, 52)
Child Protection Committees, Child Rights Clubs, and Orphans and Vulnerable Children Task Forces	Promote children's rights, provide children with food and school supplies, and train members on child labor issues, case management, international child labor standards, and Ethiopian child labor laws. Include children, police, health workers, and teachers.(3, 11, 13, 53)

Budgets for these committees remained limited during the reporting period and impacted their ability to operate and coordinate efforts to address child labor.(20)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ethiopia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor (2013–2017)	Includes guidelines on child labor identification, withdrawal, reintegration, and educational policies. Available in Amharic. Overseen by the National Steering Committee on the Worst Forms of Child Labor.(13, 35) In 2015, MOLSA and BOLSA staff attended multiple trainings on child labor inspections, monitoring systems and implementation of the National Action Plan.(63)
National Occupational Safety and Health Policy and Strategy	Seeks to abolish child labor and improve working conditions for youth, women, and disabled workers. Adopted in 2014 and led by the National Occupational Safety and Health Council.(54, 64)
Social Protection Policy	Aims to improve the quality of, and access to, basic education and health services, including child labor concerns. Adopted in 2014 and overseen by the Federal Social Protection Council.(65, 66) In 2015, enabled withdrawal of over 36,000 street children from exploitative situations.(53)
National Plan of Action to Combat Trafficking in Persons (2015–2020)†	Examines legal and institutional frameworks and responses related to existing human trafficking. Aims to provide guiding principles based on international best practices for human anti-trafficking action and the institutional structures and inputs needed to effectively combat human trafficking.(67)
National Youth Policy	Addresses the worst forms of child labor, including commercial sexual exploitation and illicit work. (68) Adopted in 2005 and overseen by the Ministry of Youth, Sports, and Culture.(65)
National Employment Policy and Strategy of Ethiopia	Describes the root causes of child labor in Ethiopia and lists interventions that may be used to combat child labor, including income-generating activities and awareness raising.(69)
UNDAF (2012–2015)	Promotes improved access to education and livelihood services for vulnerable children; seeks to protect children from abuse, violence, and exploitation; and seeks to withdraw children from child labor and rehabilitate them.(70)
National Human Rights Action Plan (2013–2015)	Aims to strengthen the implementation of human rights in Ethiopia, including by making efforts to eliminate exploitative child labor.(22, 71, 72)
Growth and Transformation Plan 2 (2015/16–2019/20)†	Aims to address youth unemployment by increasing access to livelihood programs and improving the quality of technical and vocational training programs to better align with the job market. Integrates strategies to strengthen and enforce child labor laws.(20, 53, 63, 73, 74)
Education Sector Development Program (2010–2015)*	Focuses on improving the quality of education and increasing access to educational opportunities through enhanced equity, equality, and relevance. Led by the Ministry of Education.(75, 76)
National Technical Vocational Education and Training Strategy*	Aims to increase employment opportunities for school dropouts and youth without formal education through technology and skills training. Adopted in 2008 and led by the Ministry of Education.(77, 78)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

The National Youth Policy has no budget or detailed action plan related to the worst forms of child labor.(68)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Ethiopia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Ethiopians Fighting Against Child Exploitation (2011–2015)	USDOL-funded \$10 million, 4-year project implemented by World Vision, Inc. to reduce the number of children ages 14 to 17 years who are engaged in or at-risk of child labor in the weaving, agricultural, and other sectors in 14 districts in Addis Ababa, Gamo Gofa, and Wolaita.(11) Provided vocational or educational services to 20,639 children engaged in or at-risk of child labor and 7,859 households with livelihood services.(59) Provided school supplies to 15,604 children enrolled in school and reintegrated 407 child trafficking victims with their families.(63) Collaborated with MOLSA to coordinate services and provide occupational safety and health training for labor inspectors.(11) With the Addis Ababa Bureau of Labor and Social Affairs, developed a voluntary code of conduct for business owners in the traditional weaving sector to use child safe certification and seal on products.(59) Supported zonal bylaws that address gaps in national laws to combat and prevent child labor and human trafficking in Gamo Gofa and Wolaita Zones.(43, 59)
Global Action Program on Child Labor Issues Project (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor in Ethiopia.(79) In 2015, the program conducted a training of trainers on labor inspections and child labor monitoring systems.(80)
Global Research on Child Labor Measurement and Policy Development (2013–2017)	USDOL-funded research project implemented by the ILO in 10 countries, including Ethiopia, to increase the knowledge base for child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area. Aims to conduct a national child labor survey in Ethiopia.(81, 82) Trained over 500 participants on improved data collection techniques on child labor in 2015.(82)
Engaged, Educated, Empowered, Ethiopian Youth Project (2014–2018)	USDOL-funded \$10 million, 4-year project implemented by World Vision, Inc. that targets 12,000 in-and out-of-school youth ages 14 to 17 who are engaged in, or at-risk of entering, exploitative child labor.(83) Assists 7,500 households of targeted youth to promote sustainable livelihoods and to increase access to education and decent work opportunities. Operates primarily in the Amhara and SNNPR Regions.(83) Provided educational services to 2,344 children in 2015.(73)
Child Labor Free Zones (2012–2015)	Stop Child Labor Partners-funded \$600,000 program, in collaboration with the Forum on Sustainable Child Empowerment, to pilot child-labor-free zones in Adama and Addis Ababa.(84) Supported by child protection officers, labor inspectors, police officers, and other stakeholders on the prevention and withdrawal of child laborers. Since 2012, has withdrawn 1,853 children from exploitative labor situations.(84)
Child Labor Awareness Raising†	Under the MOLSA, raises awareness of child labor issues through a quarterly media forum on national television broadcasts, regional and local encouragement for community members to report child labor violations to authorities, and raising awareness of human trafficking from rural to urban areas.(63, 71)
Afar Region and Mille Town Emergency Migration Response Centers	Operates centers under the Ethiopian Federal Police Commission. In collaboration with the International Organization on Migration (IOM), assists human trafficking victims by providing shelter and transportation. In 2015, trained 31 government officials on identification, protection, and referrals of human trafficking victims. (3, 85)
Social Cash Transfer Program (2011–2017)	In partnership with UNICEF, provides vulnerable populations, including child laborers, with cash transfers in the Oromia and SNNPR regions and in two sections in the Tigray Region.(86, 87) Aims to improve school attendance and enrollment and to support children's health in targeted districts.(87)
Productive Safety Net Program Phase IV † (2014–2020)	\$2616 million, 6-year project co-funded with the World Bank that includes several components, including cash and in-kind transfers to orphans and vulnerable children and households without able-bodied adults who can work reducing the amount of time children spend doing household work and increasing the amount of time children spend in school. As of 2015 assisted approximately 7.9 million beneficiaries, including 3.3 million children.(60, 87–90) Considered Africa's second largest social protection program.(87–90)
Decent Work Country Program (2013–2015)	A tripartite (Government, Workers and Employers) partners initiated program framework, designed to address country priorities identified by the constituents in collaboration with ILO Country Office funded by the Governments of the United Kingdom and the Netherlands. The framework is aimed at facilitating the delivery of ILO's support to the country toward ensuring sustainable poverty reduction through the integration of decent work priorities with the national development agenda as set out in the Growth and Transformation Plan (GTP, 2010/11–2014/15) and UNDAF. Includes targets to eliminate child labor, such as establishing child labor units at the city administration level. Guided by a National Steering Committee (NSC) comprised of key representatives from MoLSA, CETU (President), Employers Federation (President), the ILO CO (Director) and other relevant stakeholders. The NSC convenes a meeting quarterly to monitor and review implementation of the DWCP. (91)
General Education Quality Improvement Project II (2014–2018)	World Bank-funded \$50 million project, with other donors, aims to improve learning conditions in Ethiopia through curriculum development, textbook assessment, teacher training, and school construction.(92)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Children on the Move Program (2015 – 2020)	Forum for Sustainable Child Empowerment program, \$652,000 funded by the EU and Save the Children, aims to create a strong child protection network by creating referral systems and strengthening existing community organizations. Uses a multi-sectoral approach to raise awareness and build links among the local government, police officers, law and justice administrators, the transport industry, community-based organizations, the private sector, and mass media channels. Since 2012, has reunite 3,713 children with their parents or guardians; provided business skills training and seed funds to 1,566 older children who were unwilling to reunite with their families; and gave educational materials and learning support to 5,664 highly vulnerable children.(20)

† Program is funded by the Government of Ethiopia.

Although the Government participates in and implements several programs to combat child labor, these programs do not sufficiently target sectors with high incidences of child labor, such as agriculture and domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ethiopia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Raise the minimum age at which children may enter hazardous work following vocational training from 14 to 16, in line with ILO C. 138.	2009 – 2015
	Ensure that all children are protected by child labor laws, including children working in non-contractual employment.	2009 – 2015
	Ensure that penalties are high enough to deter child labor law violations.	2013 – 2015
	Establish by law free basic education and an age up to which education is compulsory that is consistent with the minimum age of employment.	2012 – 2015
Enforcement	Ensure that the OSHCT and BOLSA inspectors have adequate resources to conduct systematic inspections in all labor sectors.	2009 – 2015
	Increase the ratio of labor inspectors to workers according to the ILO benchmark standards.	2015
	Gather and publish information on the numbers of child labor law violations found, citations issued, and penalties applied; and whether unannounced inspections are conducted and permitted.	2009 – 2015
	Enforce the Labour Proclamation by authorizing the inspectorate to determine and assess penalties when child labor law violations are found.	2013 – 2015
	Make information publicly available on the training of investigators, number of criminal investigations, violations found, prosecutions initiated, and convictions related to the worst forms of child labor.	2015
	Institutionalize training for police investigators working to combat labor-related child trafficking investigations.	2015
	Ensure the established coordinating mechanisms to combat child labor have adequate funding to operate effectively.	2015
Government Policies	Integrate child labor elimination and prevention strategies in the Education Sector Development Program and the National Technical Vocational Education and Training Strategy.	2013 – 2015
	Include a budget and action plan on the worst forms of child labor for the National Youth Policy.	2009 – 2015
Social Programs	Conduct research to determine the types of activities carried out by children working in fishing to inform policies and programs.	2015
	Increase access to education by: <ul style="list-style-type: none"> Increasing school infrastructure, especially in rural areas Eliminating school-related costs Implementing programs that protect communities from droughts and floods Addressing sexual abuse and harassment of girls in schools Providing teacher training Ensuring school administrators and teachers allow children without birth certificates to attend school 	2010 – 2015
	Develop social protection programs to prevent or withdraw children from agriculture and domestic work.	2009 – 2015

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In 2015, Fiji made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Employment, Productivity, and Industrial Relations significantly increased the number of labor inspections conducted throughout the year. In addition, the Government was actively involved in the launch and implementation of the Tackling Child Labor Through Education Project, which aims to strengthen Government coordination, monitoring, and enforcement of policies and programs related to the eradication of child labor. During the year, the Government also opened a new rehabilitation center for children found begging on the street. However, children in Fiji are engaged in child labor, including in street work, and in the worst forms of child labor, including in commercial sexual exploitation. Fiji has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, or the Palermo Protocol on Trafficking in Persons. It is challenging for labor inspectors to inspect for child labor violations in remote areas of the country, and Fiji has limited support services for child victims of human trafficking and commercial sexual exploitation.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Fiji are engaged in child labor, including in street work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-3) Table 1 provides key indicators on children's work and education in Fiji. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		102.9

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(4)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cutting,*† loading,*† weeding,* and spraying chemicals on sugarcane*† (3, 6-9)
	Planting, picking, and using chemicals† on tobacco* (1)
	Collecting and splitting coconuts,* harvesting rice,* planting, harvesting, weeding, and spraying fertilizers on roots (including <i>dalo</i> and <i>yaqona</i>),* and planting and harvesting other kinds of fruits and vegetables* (1)
	Pig farming* and goat and cattle herding* (1)
	Fishing*† and deep-sea diving*† (1)
Services	Street work, including pushing wheelbarrows for shoppers in markets,* vending, washing cars,* shining shoes,* and begging (1, 3, 8-11)
	Domestic work (1, 11)
	Working in garages* or in retail shops* (9-11)
	Selling fruit* (1, 10)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Collecting bottles* and scrap metal*† (1, 11)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 12-16)
	Forced labor in agriculture,* begging,* domestic work,* and industrial sectors,* each sometimes as a result of human trafficking (3, 12, 17, 18)
	Use in illicit activities, activities unknown* (1, 11)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Commercial sexual exploitation of children continued to occur in Fiji, particularly in urban centers and near ports where fishing vessels dock.(1, 3, 16, 19) Parents sometimes send their children to live with families in cities or near schools to facilitate their continuing education and to perform light household work. Research found that some of these children are vulnerable to involuntary domestic work or are forced to engage in sexual activity in exchange for food, clothing, shelter, or school fees.(3, 12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Fiji has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 92 of the Employment Relations Promulgation (20)
Minimum Age for Hazardous Work	Yes	18	Article 40 of the Employment Relations (Administration) Regulations; Hazardous Occupations Prohibited to Children Under 18 Years of Age Order (21, 22)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Hazardous Occupations Prohibited to Children Under 18 Years of Age Order (22)
Prohibition of Forced Labor	Yes		Articles 6 and 91 of the Employment Relations Promulgation; Articles 20–21 of the Immigration Act; Articles 102–103 and 111–121 of the Crimes Decree; Article 10 of the Constitution of the Republic of Fiji (20, 23-25)
Prohibition of Child Trafficking	Yes		Article 91 of the Employment Relations Promulgation; Article 20 of the Immigration Act; Article 10 of the Constitution of the Republic of Fiji; Articles 111–121 of the Crimes Decree (20, 23-25)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 91 of the Employment Relations Promulgation; Articles 225–227 of the Crimes Decree; Juveniles (Amendment) Act (20, 25, 26)
Prohibition of Using Children in Illicit Activities	Yes		Article 91 of the Employment Relations Promulgation; Article 58 of the Juveniles Act (20, 27)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 7 of the Royal Fiji Military Forces Act (28)
Compulsory Education Age	Yes	15	Compulsory Education Order; Compulsory Education Regulations (3, 29)
Free Public Education	No		

* No conscription (30)

The Employment Regulations Promulgation specifies the conditions under which children ages 13 to 15 may engage in light work, but it does not limit the number of hours for light work, nor does it include a list of activities that are permissible.(20)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment, Productivity, and Industrial Relations (MEPIR)	Enforce child labor laws, including its worst forms. Monitor child employment, including compliance with the requirement on the minimum age for employment and the Employment Relations Promulgation.(2, 8) Oversee 14 Divisional Labor Offices responsible for investigating cases of child labor and making appropriate referrals.(8)
Child Labor Unit	Serve as the mechanism in MEPIR for filing and responding to child labor complaints.(2) Coordinate activities at the national, divisional, and district levels through Interagency Committees on Child Abuse. These committees include the police; Ministries of Social Welfare, Labor, Health, and Education; the Public Prosecutor's Office; the Solicitor General's Office; and NGOs working on child labor issues.(2) Conduct training on child labor in MEPIR and in communities, schools, and industries where child labor occurs. Maintain a 24-hour phone line to accept reports of child labor and refer children to social services when appropriate.(2, 8)
Employment Relations Tribunal	Adjudicate alleged violations of child labor provisions in the Employment Relations Promulgation.(8)
Fiji Police Force	Enforce laws on child trafficking, commercial sexual exploitation, and other illicit activities.(8) Maintain a Human Trafficking Unit (HTU) to investigate allegations of human trafficking and to provide training focused on combating human trafficking to other police units.(19) Collaborate closely with the Department of Immigration and the Police Transnational Crime Unit.(31)
The Department of Immigration	Coordinate with Fiji Police Force to investigate cases involving underage victims of commercial sexual exploitation and human trafficking, which are then tried in the criminal court system.(19, 32)
The Department of Social Welfare and the Department of Public Prosecutions	Enforce laws on child trafficking.(2) Operate four homes for child trafficking victims.(31)

In 2015, labor law enforcement agencies in Fiji took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (9)
Number of Labor Inspectors	63 (33, 34)	63 (35)
Inspectorate Authorized to Assess Penalties	No (8)	No (9)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (35)	Yes (35)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (35)	Yes (35)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	2,735 (33)	4,128 (35)
■ Number Conducted at Worksite	Unknown	4,128 (35)
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	5 (8)	7 (9)
Number of Child Labor Violations for Which Penalties Were Imposed	1 (8, 36)	1 (9)
■ Number of Penalties Imposed That Were Collected	Unknown	0 (35)
Routine Inspections Conducted	Yes (8)	Yes (9)
■ Routine Inspections Targeted	Yes (35)	Yes (9)
Unannounced Inspections Permitted	Yes (8)	Yes (9)
Unannounced Inspections Conducted	Yes (35)	Yes (35)
Complaint Mechanism Exists	Yes (8)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (9)

Labor Law Enforcement

Information was not available on the amount of funding dedicated for labor inspections; however, in 2015, the aggregate estimated operating expenditures for the Ministry of Employment, Productivity, and Industrial Relations (MEPIR) were \$7.97 million.⁽⁹⁾ In addition to MEPIR's 45 labor inspectors, there were also 30 health and safety inspectors, who have received training on child labor and may provide coverage when needed. All inspectors were stationed in larger, more populated areas and sometimes found it challenging to access smaller, rural communities and outer islands.⁽⁹⁾ MEPIR provided up to three months of competency-based trainings for all new labor inspectors, including standardized instruction on child labor. Subsequently, labor inspectors received quarterly refresher courses.⁽³⁵⁾ Other civil society organizations and district community leaders involved in child protection also received training on this topic.⁽⁹⁾

In 2015, labor inspectors conducted targeted routine inspections in the retail, manufacturing, and agricultural sectors, where children in Fiji are known to be employed.⁽⁹⁾ If child labor cases are identified through inspections, MEPIR initially refers the cases to one of MEPIR's 14 Divisional Labor Offices for further investigation. The Divisional Labor Office then refers the case to MEPIR's Child Labor Unit, which will determine whether to remove the child from the situation with the help of the Social Welfare Department and the Ministry of Education, or whether to involve another appropriate agency.⁽⁹⁾ During the reporting period, MEPIR removed all seven children identified during labor inspections from worksites, and the Government assisted them in returning to formal education.⁽⁹⁾

In September 2015, the Department of Social Welfare established a national child helpline to promote child protection and access to health care.⁽⁹⁾ Data were unavailable on the number of calls received related to child labor.⁽⁸⁾

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Fiji took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (18, 31)	Yes (35)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (37)
Number of Investigations	1 (8)	4 (37)
Number of Violations Found	Unknown (8)	3 (9)
Number of Prosecutions Initiated	1 (8)	0 (37)
Number of Convictions	1 (8)	0 (9, 37)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (18)	Yes (18)

The Human Trafficking Unit (HTU) in the Fiji Police Force employs five officers responsible for enforcing criminal laws related to the worst forms of child labor.⁽⁹⁾ In 2015, ILO facilitated a regional seminar for some law enforcement officials, which included training on trafficking in persons. Police officers from the HTU also provided training for labor inspectors on the identification of potential child trafficking cases during labor inspections.⁽³⁷⁾ In 2015, investigators recorded three cases of commercial sexual exploitation of children and zero cases of forced child labor.⁽⁹⁾ When child victims are identified, law enforcement officials refer them to the Department of Social Welfare to receive social services.⁽⁸⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Inter-Agency Network	Focus on child labor issues at the district and provincial level. Monitor and report cases of non-compliance. Conduct awareness-raising activities in collaboration with the Child Labor Unit. ⁽³⁶⁾ Network consists of interagency committees in nine towns in Fiji: Ba, Labasa, Lautoka, Nadi, Rakiraki, Sigatoka, Suva, Taveuni, and Tavua. ^(2, 38) Committees comprise the Fiji Police Force; Director of Public Prosecutions Office; Ministry of Woman, Children, and Poverty Alleviation; Ministry of Education; and various NGOs. ⁽³³⁾
Inter-Agency Taskforce on Beggars	Address issues concerning children who beg and other exploited children. Includes Fiji Police Force, Department of Social Welfare, Ministry of Local Government, Suva City Council, Fiji National Council for Disabled Persons, Ministry of Health, the Ministry of <i>i'Taukei</i> Affairs, and local NGOs. ⁽²⁾ Enforce zero-tolerance policy on child begging. ⁽⁹⁾
Inter-Agency Trafficking Task Force	Implement the National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking. Government-wide task force, headed by the Department of Immigration. ^(2, 8, 31)

The Inter-Agency Trafficking Task Force has not been active since 2012.^(8, 9) This lack of coordination may limit the Government's effectiveness in efforts to combat child trafficking.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Fiji has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action to Eradicate Trafficking in Persons and Child Trafficking	Guides the Government's efforts to prevent and combat trafficking in persons. Focuses on increasing public awareness and education on human trafficking-related issues and prioritizes anti-trafficking training for Government officials. ⁽³¹⁾ Implementing committee is chaired by the Immigration Department, with the Fiji Police Force's Human Trafficking Unit serving as the lead coordinator. ⁽⁹⁾
Free Education Grant	Provides 12 years of tuition-free education for children in Fiji. Covers the cost of school fees and textbooks for students in 904 eligible primary and secondary schools. ^(33, 39, 40) Fiji has established free public education by policy, but not by law.
UNDAF Pacific (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island Countries and Territories: Cook Islands, Fiji, Federated States of Micronesia, Kiribati, Nauru, Niue, Palau, Marshall Islands, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu. In Fiji, includes initiatives to improve access to quality education, health, and housing services for children and to strengthen child protective systems. ^(41, 42)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, the Government of Fiji continued consultation on the National Action Plan for Child Labor and the accompanying 5-year Strategic Plan for Combating Child Labor, including its worst forms.⁽³⁴⁾ The Government anticipated the Plan would be implemented by September 2013 and operational through 2018, but at the close of the reporting period, the plan remained in draft form.^(2, 36)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Fiji funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Tackling Child Labor through Education (TACKLE II) Project (2015-2017)*	\$570,700 European Union-funded project, implemented by the ILO in partnership with the Ministry of Employment, Productivity, and Industrial Relations, which strengthens and sustains national efforts to eliminate child labor. Seeks to enhance coordination, enforcement, and monitoring mechanisms to build the capacity of stakeholders in the implementation of policies and programs on formal and non-formal education, school retention, and access to education for out-of-school children, and to promote research and raise awareness on child labor issues.(43) In 2015, held a sub-regional training for participants from seven Pacific island nations, including Fiji, on the development of training and livelihoods programs for older children engaged in child labor and those at risk.(44) Assisted the MEPIR to achieve certification from the International Organization for Standardization for Fiji's labor compliance system, which includes child labor inspection systems and processes.(45)
Nadi Safe House*†	Government-run safe house in Fiji's western division of Nadi that provides temporary housing for victims of human trafficking.(37)
Rehabilitation Center*†	Department of Social Welfare and faith-based organization-run rehabilitation center for children found begging on the streets. In 2015, initial capacity of the center was 24 children.(9)
Safety Net Project†	Government program to combat human trafficking at the community level, largely by funding rehabilitation services targeting female victims of commercial sexual exploitation under age 18. Receives referrals from various entities, including the Fiji Police.(46)
Food voucher and bus fare assistance†	Ministry of Education program that provides food vouchers and subsidized bus fares to offset the cost of education for children attending remote schools.(36, 39)
Access Quality Education Program (2011–2015)	Australian Agency for International Development-funded, 5-year program, implemented in partnership with the Ministry of Education, to improve the quality of education in rural and remote schools. Provided grants to improve school infrastructure and to ensure access to schooling for the most poor and marginalized children.(47) In 2015, launched a toolkit for inclusive education for children with disabilities, which will be distributed to every primary and secondary school in Fiji.(48)

* Program was launched during the reporting period.

† Program is funded by the Government of Fiji.

During the reporting period, Fiji hosted the Sub-regional Child Labor and Trafficking Forum, which brought together national policymakers from five countries to discuss best practices for addressing child labor and trafficking issues.(49)

Fiji has insufficient support services available to address the particular needs of child victims of human trafficking and commercial sexual exploitation, especially for boys and for children in remote areas.(35, 50) NGOs provide limited support services, but these are concentrated in the capital city of Suva.(35, 38, 50)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Fiji (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and the Palermo Protocol.	2013 – 2015
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015
Enforcement	Make information publicly available on the amount funding for the labor inspectorate.	2015
	Ensure that labor inspectors can access rural areas and outer islands to conduct inspections.	2015
	Authorize the labor inspectorate to assess penalties.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Coordination	Ensure that the Inter-Agency Trafficking Task Force meets regularly to address implementation of the National Plan of Action to Eliminate Trafficking in Persons and Child Trafficking.	2014 – 2015
Government Policies	Finalize and implement the National Action Plan for Child Labor and 5-year Strategic Plan for Combating Child Labor, including its worst forms.	2013 – 2015
	Integrate child labor elimination and prevention strategies into Fiji's country program framework for the Pacific UN Development Assistance Framework for the Pacific Region.	2015
Social Programs	Increase the availability of support services for child victims of commercial sexual exploitation and human trafficking, including effective counseling and specialized shelters.	2010 – 2015

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In 2015, Gabon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government improved its enforcement efforts by conducting unannounced inspections, initiating prosecutions for violators, and making its law enforcement statistics publicly available. However, children in Gabon are engaged in child labor, including in domestic work, and in the worst forms of child labor, including in commercial sexual exploitation. The Government lacks prohibitions against the use of children in illicit activities, and does not criminally prohibit slavery, or the use of children for pornographic performances. Additionally, the Government cut funding to the Interministerial Committee for the Fight Against Child Trafficking and social programs to address child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Gabon are engaged in child labor, including in domestic work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-7) Table 1 provides key indicators on children's work and education in Gabon. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.3 (83,073)
Attending School (%)	5-14 yrs.	94.4
Combining Work and School (%)	7-14 yrs.	23.3
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Deuxième Enquête Démographique et de Santé au Gabon (EDSG-II) Survey, 2012.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Fishing,* including the production and sale of smoked fish (2, 10)
Industry	Mining,* including in sand quarries* (2) Working in brick factories* (2)
Services	Domestic work (2-4, 10, 11) Street vending, including cleaning market spaces at night* and carrying heavy loads (1, 2, 10, 12) Garbage scavenging* (2) Working in transportation* and as mechanics (2, 7, 13-15)
Categorical Worst Forms of Child Labor†	Forced labor in markets or restaurants,* handicraft shops,* mining,* farming,* animal husbandry,* fishing,* domestic work, and as mechanics,* each sometimes as a result of human trafficking* (5, 7, 16, 17) Commercial sexual exploitation* sometimes as a result of human trafficking (2, 5-7, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Gabon

MODERATE ADVANCEMENT




Gabon is primarily a destination and transit country for victims of child trafficking from other countries in Central and West Africa.(3, 4, 6, 7, 12, 15-19) Boys in Gabon are forced to work as street vendors or mechanics, while girls are subjected to commercial sexual exploitation, domestic work, and work in markets and restaurants.(3, 7, 16, 17) There is limited evidence of child trafficking occurring within Gabon.(16, 20)

The Law on General Education guarantees the right to free and compulsory education.(21) Although the Government has taken measures to increase access to education, including by passing Decree N° 243/PR/MASSNBE to authorize the free distribution of school textbooks, in practice, students were often required to pay for supplies and school fees, which may be prohibitive.(15, 22-24) The country also suffers from a shortage of schools and teachers, particularly in rural areas, and the school year has occasionally been disrupted by prolonged teacher strikes.(15, 22-29) Reports suggest that some children, especially girls, are sexually abused at school.(5, 15, 30) The lack of schools and teachers, safe learning environments, and associated costs may hinder access to education and make children more vulnerable to the worst forms of child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Gabon has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 177 of the Labor Code; Article 2 of Decree N° 0651/PR/MTEPS Establishing Individual Exceptions to the Minimum Age for Admission to Employment (31-34)
Minimum Age for Hazardous Work	Yes	18	Article 177 of the Labor Code (31-32)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Article 177 of the Labor Code; Decree N° 275 of 1962 (31, 32)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Articles 3, 11–14, and 20 of Law N° 09/04 Preventing and Fighting Against Child Trafficking (31, 36)
Prohibition of Child Trafficking	Yes		Articles 3, 11–14, and 20 of Law N° 09/04 Preventing and Fighting Against Child Trafficking; Decree N° 0031/PR/MTEEF on Children's Work; Ordinance N° 4/2001 (7, 36-38)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 260, 261, and 263 of the Penal Code (39)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	20	Act N° 004/98 (40)
Compulsory Education Age	Yes	16	Article 1 of the Constitution; Article 2 of Act N° 21/2011 on General Education; Article 344.8 of the Penal Code (21, 39, 41, 42)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Free Public Education	Yes		Articles 1.18 and 1.19 of the Constitution; Article 2 of Act N° 21/2011 on General Education (41, 42)

* No conscription (40, 43)

Article 2 of Decree N° 0651/PR/MTEPS Establishing Individual Exceptions to the Minimum Age for Admission to Employment permits children under age 16 to perform light work with parental permission. However, it does not set a minimum age for light work or include a list specifying the kinds of light work allowed.(34) The ILO Committee of Experts has also expressed concern over this gap in the law.(44)

Laws related to forced labor are not sufficient, as slavery, and child trafficking for the purpose of commercial sexual exploitation are not criminally prohibited.(17, 31, 36, 39) The law also does not sufficiently prohibit commercial sexual exploitation, as the production of pornography and procuring, offering, or benefitting from the use of children for pornographic performances are not criminally prohibited.(39)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Employment (MLE)	Receive, investigate, and address child labor complaints through its inspectors.(2) Maintain a helpline for victims of child trafficking that provides monitoring, counseling, and information services. Oversee the procedure for returning victims of child trafficking and exploitation to their families.(16, 45, 46) Refer cases of child trafficking to the Ministry of the Interior's Police Force for investigation and the Ministry of Health and Social Welfare (MHSW) for social services.(10, 47)
Ministry of Health and Social Welfare (MHSW)	Provide social services and assistance to vulnerable children; assist in repatriation or resettlement processes for victims of child trafficking; operate shelters for victims of child trafficking.(10)
Ministry of the Interior's Police Force	Investigate child labor law violations and refer cases to the Ministry of Justice for prosecution.(2, 48)
Ministry of Justice	Enforce child labor laws by prosecuting child labor complaints.(2, 22) Assist in supporting victims of child trafficking while prosecutors and investigators prepare their case.(10)
Local Vigilance Committees	Administered by the Interministerial Committee for the Fight Against Child Trafficking (CNSLTE). Monitor potential cases of child exploitation and human trafficking at the local level. Identify and intercept children at risk of child trafficking and coordinate assistance to children in need.(2, 15, 16, 38, 46, 48) In November 2015, raised awareness about Gabon's prohibitions of hazardous activities for children in conjunction with the establishment of two new committees.(2, 17)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Gabon took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (49)	\$0 (2)
Number of Labor Inspectors	Unknown* (49)	Unknown* (2)
Inspectorate Authorized to Assess Penalties	No (49)	No (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (49)	Yes (49)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	No (2)
Number of Labor Inspections	Unknown (49)	24 (2)
■ Number Conducted at Worksites	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Child Labor Violations Found	17 (49)	24 (2)
Number of Child Labor Violations for Which Penalties Were Imposed	3 (49)	10 (2)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown (2)
Routine Inspections Conducted	No (49)	Yes (2)
■ Routine Inspections Targeted	No (49)	Yes (2)
Unannounced Inspections Permitted	Yes (31, 32)	Yes (31, 32, 50)
Unannounced Inspections Conducted	No (49)	Yes (2)
Complaint Mechanism Exists	Yes (16)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (49)	Yes (2)

*The Government does not make this information publicly available.

In 2015, through the Interministerial Committee for the Fight Against Child Trafficking (CNSLTE), the Government employed approximately 350 social workers, labor inspectors, police officers, and others to combat child exploitation.(2) Although the CNSLTE reports the number of inspectors is sufficient in urban areas, research indicates that it may be insufficient in rural areas.(2, 22, 33) According to the ILO's recommendation of 1 inspector for every 15,000 workers in developing economies, Gabon should employ roughly 53 inspectors in order to adequately enforce labor laws throughout the country.(51-53) In principle, the Ministry of Labor and Employment (MLE) sends newly hired labor inspectors to Cameroon for a one-time training at the Regional African Center for Administration Work, but the Government lacked the budget to do so in 2015.(24, 49) In an effort to improve its enforcement in the informal sector, labor inspectors conducted at least 10 unannounced inspections and found children working as street vendors and mechanics. The MLE refers victims to the Ministry of Health and Social Welfare (MHSW) for appropriate services.(2)

The MLE does not have a specific line item in its budget for inspections, although the CNSLTE is able to allocate some of its funds to ministries to fund specific actions such as labor inspections.(2) The country's heavily forested terrain in rural areas and a lack of resources such as transportation, fuel, and office supplies limits inspectors' ability to conduct investigations.(2, 16, 17, 54) Additionally, labor inspectors in Gabon are tasked with reconciling labor disputes, which may detract from their primary duties of inspection and monitoring. The ILO Committee of Experts has also expressed concern over this gap in the law.(54)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Gabon took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	No (2, 17)
Number of Investigations	16 (10, 49, 55)	15 (2, 17, 47)
Number of Violations Found	Unknown* (10)	Unknown
Number of Prosecutions Initiated	1 (10, 49, 55)	11 (2, 7, 17, 47)
Number of Convictions	0 (44)	0 (2, 17)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (10, 49)	Yes (2, 17, 50)

*The Government does not make this information publicly available.

Like labor inspectors, investigators do not have a dedicated budget to carry out their work, and the lack of resources such as transportation and fuel hindered their ability to conduct investigations.(2) Additionally, the UN has noted that prosecution of child trafficking cases can be difficult since the Criminal Court meets infrequently.(15) The Government, with the assistance of a local NGO, identified 25 victims of child trafficking in 15 cases during the reporting period and referred them to social services providers.(17, 47) Investigations into these cases resulted in initiation of legal proceedings in 11 cases, which are all currently ongoing.(2, 17) The MHSW assisted in the repatriation of 14 of the victims.(17)

Although law enforcement officials did not receive additional training in 2015, the Government provided training for social workers on how to deal with human trafficking victims through the CNSLTE.⁽¹⁷⁾ Approximately 450 Gabonese peacekeepers received training on human trafficking prior to their deployment in the Central African Republic as part of the UN Support Mission for the Central African Republic (MINUSCA).⁽¹⁷⁾ It is not clear how many cases of exploitative child labor were identified as a result of calls made to the MLE's hotline for child trafficking victims.^(16, 45, 56)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established a mechanism to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Interministerial Committee for the Fight Against Child Trafficking (CNSLTE)	Coordinate national efforts against child trafficking and other worst forms of child labor by facilitating communication and coordinating enforcement actions among ministries. Led by the MLE and includes the Ministry of Human Rights, Ministry of Justice, Ministry of Interior, MHSW, law enforcement agencies charged with the protection of minors, and local NGOs. ^(2, 17, 24) Responsible for establishing Local Vigilance Committees and validated a manual on National Procedures to Support Victims of Child Trafficking, which defines the roles and responsibilities of service providers and government bodies. ⁽¹⁵⁾ Maintain provincial offices and centers for child trafficking victims. Remove children from exploitative labor situations, provide shelter, assist victims with prosecution, and repatriate victims when necessary. ^(2, 7, 20, 48, 56-58) In 2015, updated its action plan to combat child labor. ⁽²⁾
National Observatory for Children's Rights	Coordinate the implementation of the Convention on the Rights of the Child, including the promotion of children's right to education and protection against all forms of exploitation and abuse. ^(15, 59)

In 2015, the CNSLTE's dedicated budget was reduced from the previous year and was insufficient to fully implement its 2015 action plan. However, the CNSLTE continued to respond to complaints of child trafficking, refer victims to social services providers, and work with the courts to prosecute child trafficking violations during the reporting period.^(2, 17) Research indicates that committee members occasionally use personal funds to assist victims.^(2, 17) In addition, a lack of communication between ministries limited the Government's ability to collect data on the prevalence of human trafficking issues.^(17, 24)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Gabon has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
2015 Action Plan of the CNSLTE†	Aims to address the worst forms of child labor in five ways: (1) identifying and prosecuting those who use child labor, (2) building capacity to enforce laws against human trafficking, (3) advocating for maximum penalties to be applied to child labor violations, (4) harmonizing domestic laws with international standards, and (5) increasing cooperation with embassies of source countries for child trafficking victims. Led by the CNSLTE, assigns actions and a timeline to ministries and NGOs. ⁽²⁾ In 2015, identified and prosecuted child labor offenses and established two new vigilance committees. ^(2, 17)
National Manual of Procedures for the Care of Child Victims of Trafficking	Establishes a series of procedures to return victims of child trafficking to their country of origin or facilitate their integration into Gabon. ⁽²⁰⁾
Education Policy (2010–2020)*	Aims to make pre-primary education widely available, improve the quality of primary education throughout the country, and improve the quality of and access to secondary education. ^(42, 59, 60)
National Youth Policy of Gabon*	Aims to establish a department devoted to youth and strengthen the technical and operational capacities of existing ministries dealing with youth issues. Encourages youth participation in democratic practices by creating a National Youth Council and strengthening the existing Youth Parliament. ⁽⁶¹⁾ Improves the lives of youth by providing more professional opportunities, fostering patriotism, and developing good citizenship. ⁽⁶²⁻⁶⁴⁾
UNDAF (2012–2016)*	Establishes six priority areas in alignment with the Millennium Development Goals: (1) promote sustained and diversified growth, (2) develop good infrastructure, (3) improve economic governance, (4) consolidate democratic governance, (5) promote decentralized government, and (6) promote human and social development. ⁽⁶⁵⁾

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Gabon

MODERATE ADVANCEMENT

In 2015, although the Government of Gabon adopted the 2015 Action Plan of the CNSLTE, research found no evidence of a general policy to address child labor. Additionally, the Government of Gabon drafted separate bilateral agreements with Benin, Cameroon, Guinea, Mali, Nigeria, and Togo to combat child trafficking; however the agreements have not been signed by all parties.(3, 15, 23, 66)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Plan on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by The Hague Global Child Labor Conference in 2010. Aims to strengthen legal protections and social services delivery for child domestic workers in Gabon.(67) In 2015, held a 3-day workshop to create a policy framework document on child domestic work. The framework has yet to be officially endorsed by the Government of Gabon.(4, 67)
Gabon Emergent Strategic Plan (2011–2016)†	Government program that outlines President Ali Bongo Ondimba's vision for the country's development, which includes a component on improving work conditions and eliminating child labor.(68, 69) Created a National Council for Education, Training, and Research, which is charged with evaluating the implementation of training opportunities, infrastructure projects, and availability of teaching resources.(14, 68)
Shelters for Children in Need†	Shelters in Libreville and Port-Gentil supported by the Government and civil society organizations that provide victims of child labor, child trafficking, and orphans and other vulnerable children with health care, education, financial support, psycho-social support, and reintegration services.(2, 7, 14, 16, 17, 19, 24, 48, 56, 70) The Government provides in-kind support, such as social workers, medical supplies, food, and office supplies.(2)
Repatriation Program†	Overseen by the CNSLTE. Resettles children in their country of origin when possible or provides resettlement assistance in Gabon if repatriation is not possible.(7, 17, 71) If the country of origin is unable to provide financial restitution or support for victims of child trafficking, the Government of Gabon absorbs these costs.(17)
Birth Certificate Program†	Ministry of Interior and MHSW program to provide birth certificates to Gabonese citizens who were not registered at birth.(17)
Africa Contingency Operations Training and Assistance Program†	Government program, supported by foreign donors, to provide anti-trafficking in persons training to Gabonese peacekeepers as part of their preparation for deployment to the UN Support Mission for the Central African Republic (MINUSCA).(10, 55)
Decent Work Country Program (2013–2016)	Promotes decent work conditions with a focus on creating job opportunities for youth and promoting social protection.(72)

* Program was launched during the reporting period.

† Program is funded by the Government of Gabon.

Although Gabon has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.(2) Additionally, the main government-funded shelter in Libreville had its budget reduced from \$220,000 to \$76,000 during the reporting period.(17) Research indicates that the shelters in Libreville are unable to accommodate all identified trafficking victims and other vulnerable children.(47) The Government continued to support existing programs related to child labor in 2015, despite reducing funding for these programs.(2, 10)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Gabon (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the legal framework prohibits the use of children in illicit activities, including both the production and trafficking of drugs.	2009 – 2015
	Ensure that the legal framework for light work establishes a minimum age no younger than 13, determines the activities considered light work, and specifies the conditions under which light work may be undertaken.	2013 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish criminal prohibitions for slavery, child trafficking for the purpose of commercial sexual exploitation, the production of child pornography, and procuring, offering, or benefitting from the use of children in pornographic performances.	2015
Enforcement	Ensure that the labor inspectorate receives dedicated funding to carry out inspections and that labor inspectors are able to carry out their primary duties of inspection and monitoring throughout the country, including in rural areas.	2009 – 2015
	Authorize the inspectorate to assess penalties.	2014 – 2015
	Institutionalize training for labor inspectors, including by training new investigators at the beginning of their employment and providing refresher courses.	2014 – 2015
	Make statistics publicly available regarding the enforcement of child labor laws, including the type of inspections conducted, the number of criminal violations found, and penalties collected.	2009 – 2015
	Establish a mechanism to log all calls to the MLE's child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2015
Coordination	Ensure that the CNSLTE has sufficient funds to carry out its mandate, including improving communication and coordination among ministries.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2015
	Adopt a policy that addresses all relevant forms of child labor, such as domestic work, work in transportation, and commercial sexual exploitation.	2015
	Sign agreements with origin countries to combat child trafficking.	2014 – 2015
Social Programs	Conduct research to determine the specific activities carried out by children working in agriculture, industry, and the informal sector to inform policies and programs.	2014 – 2015
	Ensure children have access to education by eliminating school fees, increasing the number of teachers and schools in rural areas, avoiding prolonged disruptions to the academic calendar due to strikes, and ensuring schools are free from sexual abuse.	2010 – 2015
	Expand existing programs to address the scope of the child labor problem.	2010 – 2015

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of ILO Convention No. 81 calls for a “sufficient number” of inspectors to do the work required. As each country assigns different priorities of enforcement to its inspectors, there is no official definition for a “sufficient” number of inspectors. Amongst the factors that need to be taken into account are the number and size of establishments and the total size of the workforce. No single measure is sufficient but in many countries the available data sources are weak. The number of inspectors per worker is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.

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Gambia, The

MINIMAL ADVANCEMENT

In 2015, The Gambia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Ministry of Education continued the Conditional Cash Transfer initiative that provided subsidies to Koranic teachers, marabouts, to support discontinuing their practice of forcing students to beg in the streets. The Government continued its support of the country's 15 Child Protection Committees. However, children in The Gambia continue to engage in child labor, including in domestic work and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Gaps in the law remain, including increasing the compulsory education age to the minimum age for work. In addition, child labor enforcement resources are limited and existing social programs are insufficient to address the scope of the child labor problem.



However, children in The Gambia continue to engage in child labor, including in domestic work and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Gaps in the law remain, including increasing the compulsory education age to the minimum age for work. In addition, child labor enforcement resources are limited and existing social programs are insufficient to address the scope of the child labor problem.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in The Gambia are engaged in child labor, including in domestic work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1, 2) Table 1 provides key indicators on children's work and education in The Gambia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	36.4 (180,954)
Attending School (%)	5-14 yrs.	65.7
Combining Work and School (%)	7-14 yrs.	29.6
Primary Completion Rate (%)		67.3

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from MICS3 Survey, 2005–2006.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including protecting crops by chasing animals* (1, 5)
Industry	Working in carpentry,* masonry,* sewing,* plumbing,* and in metal welding workshops*† (1, 6)
Services	Domestic work* (1, 6)
	Street work,* including vending* (1, 7)
	Scavenging for scrap metal and jewelry at dump sites* (1)
	Working as taxi and bus attendants* (1)
	Working as auto mechanics*† (1, 7)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 2, 8)
	Forced begging by Koranic teachers (1, 2, 5)
	Forced labor in domestic work* and street vending,* each sometimes as a result of human trafficking (1, 2)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In The Gambia, children are internally trafficked and subjected to commercial sexual exploitation, forced labor, and domestic work. Girls and boys from West African countries, including Senegal, Sierra Leone, Liberia, Ghana, Nigeria, Guinea, Guinea-Bissau, and Benin are trafficked for commercial sexual exploitation in The Gambia.(2) European tourists also subject children to commercial




sexual exploitation in brothels and motels in tourist areas.(2, 6, 9, 10) It appears the Government has not conducted research to determine the activities carried out by children, including in agriculture and domestic work, to inform policies and social programs. Reports indicate that in The Gambia it is a common practice to send boys to receive education from Koranic teachers, *marabouts*, and some Koranic students, *almudus*, are forced by their teachers to beg in the streets for money and food.(2, 6, 11) Some *marabouts* also force students to sell items on the street and in rural areas, and some *almudus* work in agriculture for long hours. (6)

Article 30 of the Constitution mandates free compulsory education; however, families are often required to buy books and uniforms for their children and contribute to the school fund, which is used to pay for school activities.(12, 14, 15) A report indicates a cultural preference to educate boys, which may cause girls to be more vulnerable to the worst forms of child labor. To address this issue, the Government has waived school fees for girls.(11, 12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Gambia has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 43 of the Children's Act (16)
Minimum Age for Hazardous Work	Yes	18	Article 44 of the Children's Act; Article 46 of the Labor Act (16, 17)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 44 and 45 of the Children's Act (16)
Prohibition of Forced Labor	Yes		Article 20 of the Constitution; Article 41 of the Children's Act (15, 16)
Prohibition of Child Trafficking	Yes		Articles 30 and 39 of the Children's Act; Articles 28 and 56 of the Trafficking in Persons Act; Article 13 of the Tourism Offenses Act (16, 18, 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 26 and 27, 29–32, and 34 of the Children's Act; Articles 7–9 of the Tourism Offenses Act (16, 19)
Prohibition of Using Children in Illicit Activities	Yes		Articles 31, 36, and 37 of the Children's Act (16)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 59 of the Children's Act (6, 16)
Compulsory Education Age	Yes	12	Article 30 of the Constitution (15)
Free Public Education	Yes		Article 30 of the Constitution; Article 18 of the Children's Act (15, 16)

*No conscription. (20)

Gambia, The

MINIMAL ADVANCEMENT

In The Gambia, children are required to attend school only until the age of 12, at which point they are permitted under Section 51 of the Children's Act to work as an apprentice in the informal sector. This standard makes children ages 13 to 15 that are not engaged in apprenticeships in the informal sector particularly vulnerable to the worst forms of child labor because they are not required to be in school, but also are not legally permitted to work.(12, 15, 21) Section 43 of the Children's Act, however, permits children at age 16 to do light work, meaning work that does not jeopardize the health or safety of the child and does not interfere with school attendance.(16) In November 2014, President Jammeh declared the Government would impose the death penalty for the crime of raping a child, effective September 2015.(22)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Social Welfare (DSW)	Combat forced child labor and coordinate the handling of trafficking victims, working closely with social welfare officers in police units.(6, 13) Monitor, through the operation of five Neighborhood Watch Groups, suspected cases of child abuse or child commercial sexual exploitation in urban areas near tourist sites. Operate a 24-hour hotline to address human trafficking and maintain a database of individuals suspected of pedophilia or child trafficking, in collaboration with The Gambia Tourism Board.(9, 23) Maintain an electronic database that contains information on cases related to child protection, including those involving labor and human trafficking violations.(9, 23)
Child Protection Alliance (CPA)	Promote children's rights and child protection services. Raise awareness about child exploitation.(24-26) Include Government departments, civil society organizations, UN agencies, NGOs, child and youth organizations, and bilateral institutions.(25).
National Agency Against Trafficking in Persons (NAATIP)	Investigate suspected cases of trafficking, including child trafficking. Agency includes investigators, police, members of the National Intelligence Agency, and five prosecutors.(27) Gather evidence for NAATIP Director, who can recommend that the NAATIP prosecutor file charges for trafficking violations.(27)
The Gambia Tourism Board	Combat commercial sexual exploitation of children in tourist areas.(6) Maintain a database of individuals suspected of pedophilia or child trafficking, in collaboration with the DSW.(9, 28)
Tourism Security Unit	Prevent unaccompanied children from entering tourist areas and patrol tourist areas for child labor and criminal violations, such as commercial sexual exploitation and human trafficking. Has a dedicated child protection division.(6, 13, 28)
Gambia Police Force Child Welfare Unit	Oversee all situations involving children's welfare.(26) Work with the CPA, DSW, and other agencies and NGOs to assess and identify children engaged in the worst forms of child labor.(7)
Child Protection Committees	Raise awareness and report cases of labor issues, including child labor, to the authorities. DSW operates 15 Child Protection Committees in the country.(1, 7, 13, 29)
Neighborhood Watch Groups	Monitor neighborhoods for child exploitation. Five existing groups established by DSW in urban areas near tourist resorts.(13) Provides members with allowances and cell phone credit.(13)

Labor Law Enforcement

In 2015, labor law enforcement agencies in The Gambia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (1)
Number of Labor Inspectors	4 (5)	4 (1)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown (1)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown (1)
■ Training on New Laws Related to Child Labor	Unknown	Unknown (1)
■ Refresher Courses Provided	Unknown	Unknown (1)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (6)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (6)	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Yes (1)
Unannounced Inspections Conducted	Yes (5)	Yes (1)
Complaint Mechanism Exists	No (13)	No (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (13)	Yes (13)

According to the ILO recommendation of one inspector for every 40,000 workers in less-developed economies, The Gambia should employ about 19 inspectors to adequately enforce labor laws.(30-32) A source also indicates that inadequate transportation and a lack of fuel presented a challenge for inspectors to carry out their duties.(1, 6) Children found during labor inspections are referred to the Department of Social Welfare (DSW).(13)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in The Gambia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (5)	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (23)	Yes (1)
Number of Investigations	1 (23)	Unknown
Number of Violations Found	Unknown (2)	3
Number of Prosecutions Initiated	0 (23)	19 (1)
Number of Convictions	0 (23)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Department of Social Welfare (DSW)	Coordinate Government efforts to combat the worst forms of child labor. Headed by a Director and assisted by social welfare officers.(6)
National Agency Against Trafficking in Persons	Coordinate, administer, and monitor the implementation of the Trafficking in Persons Act and share information among law enforcement agencies. Convene monthly meetings of the National TIP Taskforce.(6, 13, 28)

In 2015, the annual budget of \$33,000 for the National Agency Against Trafficking in Persons (NAATIP) covered salaries and administrative costs, but ad hoc allocations were occasionally received from the central Government. NAATIP also had additional funding for training its personnel and law enforcement officials.(1, 6, 26) NAATIP is developing a database to monitor human trafficking and hired a data officer to gather and compile information from all organizations involved in anti-trafficking efforts; however, information has not been released.(6)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of The Gambia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Code of Conduct of the Gambia Tourism Authority for the Protection of Children	Raises awareness of commercial sexual exploitation of children in the tourism industry and among tourists.(6, 33) At the beginning of peak tourism season annually, new hotel staff are trained on the Code.(6)
National Trafficking In Persons Action Plan (2012–2016)	Establishes a plan to combat human trafficking; initially drafted by the Ministry of Justice and recently updated by NAATIP, which is responsible for implementation.(13)
Program for Accelerated Growth and Employment (2012–2015)	Promotes improved social protection for children and access to education and to prevent child labor, including its worst forms.(7, 34)
United Nations Development Assistance Framework (2012–2016)	Encourages improved access to education and develops child labor policies.(35)
Trafficking Memorandum of Understanding (MOU)	Coordinates efforts to address human trafficking in The Gambia and Senegal through information sharing, improved laws, and prevention, protection, and assistance activities. Aims to develop a National Social Protection Policy and Operational Plan.(36) The MOU, signed in December 2013, includes the participation of six UN agencies.(13, 36)
Education Policy* (2004–2015)	Outlines goals to expand school infrastructure, increase school enrollment, and improve the quality of education.(37)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, The Government was in the process of developing a National Children's Policy and a National Plan of Action to Combat Sexual Exploitation of Children to follow the 2004 Plan; however, neither plan was approved.(7) Likewise, research found no evidence of a newly approved Education Policy. Although the Government of The Gambia has adopted the Trafficking MOU, research found no evidence of a policy on other worst forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of The Gambia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Combating Child Sex Tourism Project	CPA project, funded by ECPAT Netherlands, that raises awareness about commercial sexual exploitation of children and Tourism Offences Act among Tourism Security Unit personnel, hoteliers, travel agencies, and other tourism stakeholders. Provides Tourism Security Unit personnel with the Code of Conduct of the Gambia Tourism Authority for the Protection of Children.(1, 38)
Street Children Centert	DSW, with support from international organizations, foreign NGOs, and local businesses, run a drop-in center in Talinding Kunjang that provides medical care, food, and counseling to street children, including human trafficking victims and almdus.(6, 13, 28, 29) Tries to prevent children from returning to begging.(11, 39)
Conditional Cash Transfers to the Majaalist	Ministry of Education program gives marabouts food rations and approximately \$2.56 monthly for each student if the marabouts do not force students to beg.(13) Provides teachers for English, mathematics, and science to Koranic schools. The Government reports that more than 1,000 children are benefiting from the program and plans to expand the program into more rural areas.(1, 6, 40)
Shelter for Trafficking Victims	DSW, with support from international organizations, foreign NGOs, and local businesses, operate a 24-hour shelter in Bakoteh for victims of human trafficking, including children. Accommodates 48 people and provides guests with food, medical care, and counseling.(13) Provided services to over 1,000 children since opening in 2006.(1, 13)
One-Stop Center	DSW center, with the support of NGO partners, opened in 2013, provides medical care, counseling, and legal services to victims of human trafficking and gender-based violence.(13)
Family Assistance Hotline†	DSW 24-hour hotline staffed with social welfare officers for trafficking victims.(1, 13)

† Program is funded by the Government of The Gambia.

Although The Gambia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem and to reach all children vulnerable to human trafficking, commercial sexual exploitation, and street work. Existing programs do not target children working in agriculture and domestic work, where children are found working.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in The Gambia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Adopt legislation that increases the age of compulsory education to 16 so that it is commensurate with the minimum age for work.	2010 – 2015
Enforcement	Provide labor law enforcement with sufficient staffing and financial resources to conduct inspections.	2013 – 2015
	Make information publicly available about the labor inspectorate's level of funding, number of labor inspectors and training related to child labor, including its worst forms. Establish a reporting mechanism for child labor complaints, investigations, and prosecutions.	2012 – 2015
	Make information publicly available about the number of criminal law enforcement investigations, violations found, prosecutions, and convictions concerning the worst forms of child labor.	2015
Coordination	Ensure the NAATIP has sufficient funding to provide training on trafficking in persons and other worst forms of child labor.	2012 – 2015
Government Policies	Ensure that child labor elimination and prevention strategies are integrated into its Education Policy.	2015
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, such as commercial sexual exploitation.	2015
Social Programs	Expand existing programs to address child trafficking, commercial sexual exploitation of children, and children working in the street.	2010 – 2015
	Conduct research to determine the activities carried out by children, including in agriculture and domestic work, to inform policies and social programs.	2009 – 2015
	Ensure that children can complete primary school by subsidizing or defraying the cost of books, uniforms, and other fees.	2010 – 2015
	Expand existing programs to address children working in agriculture and domestic work.	2015

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In 2015, Georgia made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Georgia is receiving this assessment because it continued to implement a law that delayed advancement in eliminating the worst forms of child labor. The Government failed to remedy the abolition of its labor inspectorate, caused by its adoption of the current Labor Code in 2006. Since that time, the Government has lacked a functioning labor inspection mechanism to monitor, inspect, and enforce child labor laws. Otherwise, the Government made efforts by amending the Labor Code to introduce restrictions on the number of hours children are allowed to work, developing and conducting a National Child Labor Survey, and developing a new methodology for identifying vulnerable children. Children in Georgia are engaged in child labor in agriculture and in the worst forms of child labor in forced begging. The Government also lacks a coordinating mechanism to address child labor. In addition, the compulsory education age left 15-year-old children vulnerable to the worst forms of child labor, as they are not required to be in school, but are not legally permitted to work full time.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Georgia are engaged in child labor in agriculture.(1-4) Children are also engaged in the worst forms of child labor, including in forced begging.(5-7) Table 1 provides key indicators on children's work and education in Georgia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	29.1 (172,378)
Attending School (%)	5-14 yrs.	92.1
Combining Work and School (%)	7-14 yrs.	31.5
Primary Completion Rate (%)		116.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (1, 4, 10)
Services	Street work, including begging and collecting scrap metal* (4, 10-12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (5-7)
	Forced begging, sometimes as a result of human trafficking* (5-7)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Although estimates regarding the ethnicity and origin of children working on the street vary widely, sources report that children from Roma and Azerbaijani Kurd ethnic minorities make up a significant proportion of these children.(13) In situations of forced begging as a result of human trafficking, traffickers most often operate independently with a small network of three to four children, making it challenging to identify the network. Children forced to beg are often physically abused by their traffickers.(13) NGOs note that a lack of current data on the number and circumstances of children working on the street hinders effective targeting of social services.(13)

Georgia




MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

In 2014, a dramatic increase in the number of individuals seeking in asylum in Georgia due to conflicts in the Middle East and Ukraine exceeded the Ministry of Refugees and Accommodation's capacity to process asylum applications in a timely manner. As a result, less than 10 percent of asylum seekers received refugee status during the year, leaving some children with no legal status and therefore ,no access to education or social services, increasing their vulnerability to the worst forms of child labor.(14) By the end of 2015, however, the Ministry of Refugees and Accommodation had granted refugee or humanitarian status to 90 percent of refugees, ensuring that refugee children were able to access education and other services.(15)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Georgia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 4 of the Labor Code of Georgia (16)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Labor Code of Georgia (16, 17)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Order No. 147/N On Approving the List of Heavy, Harmful, and Hazardous Work (18-20)
Prohibition of Forced Labor	Yes		Article 30 of the Constitution of Georgia; Articles 143-i, 143-ii, and 143-iii of the Criminal Code of Georgia; The Law of Georgia on Combating Human Trafficking (21-23)
Prohibition of Child Trafficking	Yes		Articles 143, 143-i, 143-ii, 143-iii, and 172 of the Criminal Code of Georgia; The Law of Georgia on Combating Human Trafficking (22, 23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 171, 253, 255, 255-1, and 255-2 of the Criminal Code of Georgia (19, 23, 24)
Prohibition of Using Children in Illicit Activities	Yes		Article 171 of the Criminal Code of Georgia (19, 23)
Minimum Age for Compulsory Military Recruitment	Yes	18	Articles 9 and 21 of the Law of Georgia on Military Duty and Military Service (25, 26)
Minimum Age for Voluntary Military Service	Yes	18	Article 10 of the Law of Georgia on Military Duty and Military Service (15, 25-27)
Compulsory Education Age	Yes	15‡	Articles 2 and 9 of the Law of Georgia on General Education (18, 28)
Free Public Education	Yes		Article 22 of the Law of Georgia on General Education (28)

‡ Age calculated based on available information

In December 2015, the Interagency Coordination Council on Combating Trafficking in Persons finalized a draft of several legislative amendments that would expand the child protection referral mechanism; give social workers increased authority to remove children from abusive or negligent homes; and make it easier for street children to obtain identification cards necessary for accessing government assistance. These amendments are slated to be submitted to Parliament for approval in 2016.(10, 29)

The Law on General Education makes education free through high school and compulsory for 9 years, but does not specify a start or end age.(18, 28) Because children begin school at age 6, education is typically compulsory up to age 15.(2) The compulsory education age leaves 15-year-old children vulnerable to the worst forms of child labor, as they are not required to be in school but are not legally permitted to work full time.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Health and Social Affairs (MoLHSA)	Oversee child welfare issues and address labor matters.(19) Through the Child Protection and Social Programs sub-department, receive and forward complaints of child labor violations to law enforcement agencies for investigation and prosecution.(30)
Department for Inspection of Labor Conditions* within MoLHSA	Pilot program designed to enforce occupational safety and health laws and prohibitions of forced labor and human trafficking.(10)
The Department of Labor and Employment Policy within MoLHSA	Address labor and employment issues, and revise existing laws and policies to be in accordance with international standards.(18)
Social Service Agency (SSA) within MoLHSA	Administer social benefits such as targeted social assistance, health care, and vouchers for day care. Employ social service agents who identify qualifying families for services and social workers who oversee child protection and family welfare cases.(10)
Ministry of Internal Affairs (MoIA)	Enforce criminal laws related to child labor and child trafficking and investigate NGO and civilian reports of potential child labor violations.(2, 3, 19)
Central Criminal Police Department within the MoIA	Lead criminal investigations of trafficking in persons, including the trafficking of children, through the Division for Combating Illicit Trafficking of Drugs, Human Trafficking, and Irregular Migration.(30) Identify human traffickers and systematize data on traffickers across various agencies through the Information-Analytical Department.(31) Investigate possible human trafficking schemes by deploying teams of two law enforcement officials in Mobile Units to investigate companies offering suspicious work opportunities abroad.(30, 32)
District Police Units within the MoIA	Collect information on minors within each jurisdiction and visit minors' families to inform them of their rights. Conduct classes for school teachers on children's rights.(33)
The Prosecutor General's Office within the Ministry of Justice	Investigate large-scale cases of child trafficking.(3)
Joint Child Referral Mechanism	Ensure interagency coordination of the enforcement of child labor laws and enumerate the procedures for referring children subject to any form of violence, including labor exploitation, to child protective services.(2, 30) Once any ministry identifies a case of child exploitation, the MoIA registers the case. MoLHSA then assesses the child's condition, provides shelter and rehabilitation services to the child as needed, and monitors the child's case.(3)

* Agency was created during the reporting period.

In March 2015, the Prime Minister signed Decree No. 81, which established a Department for Inspection of Labor Conditions within the Ministry of Labor, Health and Social Affairs (MoLHSA). In April 2015, MoLHSA issued a statute establishing the competencies of the Department for Inspection.(34-36) However, key legislation needed to formally establish the Department for Inspection's mandate to conduct labor inspections was not passed during the reporting period, and a chief labor inspector has not been selected.(10, 15) Article 3 of the Law on Oversight of Entrepreneurial Activity states that any government agency charged with oversight of private enterprise requires a court order in order to enter the premises of a place of business or even review documents from the employer.(37) This provision in particular obstructs the Department for Inspection from enforcing Georgia's labor laws through inspections, in accordance with international norms.(38) In addition, the April 2015 Statute states that the Department for Inspection should be able to impose sanctions, but requires the Government to introduce additional legislation in order for this to be possible.(35, 36)

During the reporting period, the Government amended the Law on Entrepreneurial Activity Oversight, as well as the Law on Combating Human Trafficking, to allow labor monitors to enter businesses without the permission of the employer if there

Georgia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

are grounds to believe that monitoring may uncover a case of human trafficking.(38, 39) Although these provisions allow the Department for Inspection greater flexibility in inspecting possible forced labor and human trafficking violations, labor monitors are unable to impose sanctions or assess penalties for violations found.(39) In addition, monitors remain unable to inspect for violations of other provisions of the labor code, including laws on child labor.

Labor Law Enforcement

In 2015, Georgia lacked a labor inspectorate to enforce laws on child labor, including its worst forms.(10)

However, in February 2015, the Government adopted the State Monitoring Program, a pilot initiative to monitor compliance with occupational safety and health laws and laws prohibiting forced labor and human trafficking.(10, 34) The Government viewed the pilot program as an initial step towards establishing a functioning labor enforcement mechanism, which would build the capacity and credibility of the mechanism.(40) However, the State Monitoring Program is only able to conduct monitoring of the 150 companies that volunteered to participate in the pilot program and must give companies 5 days' notice prior to a monitoring visit.(34, 41) In addition, a source reported that because the State Monitoring Program does not have sanctioning authority and its findings are confidential, the monitoring has little impact on workers.(38)

During the reporting period, MoLHSA hired 25 labor monitors and created a roster of 25 reserve monitors.(35) Monitors attended a number of trainings throughout the year, including a 5-day training on anti-trafficking laws, identifying signs of trafficking, and social services available to human trafficking victims.(13) Monitors conducted 114 monitoring site visits covering 80 companies, and law enforcement agencies launched investigations of six cases related to labor laws, including one involving a minor.(13, 42)

In 2015, the Social Service Agency under MoHLSA placed 232 street children at day centers or 24-hour crisis centers and directed an additional 64 children to other state programs.(10)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Georgia took actions to combat the worst forms of child labor (Table 6).

Table 6. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (3)	Yes (10)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (3)	Yes (10)
■ Refresher Courses Provided	Yes (3)	Yes (10)
Number of Investigations	2 (3)	2 (10)
Number of Violations Found	Unknown	2 (10)
Number of Prosecutions Initiated	1 (3)	3 (10)
Number of Convictions	2 (3)	1 (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (10)

Training on trafficking in persons was conducted regularly throughout the year for investigators, prosecutors, and judges.(10)

Victims of child trafficking are referred to the State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking, a MoLHSA program that offers shelter and psychological rehabilitation services to child victims.(3) In September 2015, the Prosecutor General's Office and Ministry of Internal Affairs took steps to allow the Prosecutor General's Victim-Witness Coordinators to meet and counsel human trafficking victims through the duration of each investigation. Under this program, suspected victims of human trafficking, including children, meet with a Victim-Witness Coordinator to receive counseling and gain access to available government services before being interviewed by law enforcement officials.(13)

Research found that the Police have in some instances refused to investigate cases of forced begging raised by NGOs, claiming that street begging could not be considered a violation of children's rights under the current legislation.(13)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established coordinating mechanisms to combat human trafficking and promote child welfare, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 7).

Table 7. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Inter-Ministerial Coordination Council on Childcare	Implement the 2012–2015 Child Action Plan, which addresses the issues of street children and child victims of abuse and neglect and promotes the rehabilitation and social integration of street children and juvenile criminals. Composed of representatives of the Ministry of Education and Science, Ministry of Finance, MoIA, Ministry of Justice, Public Defender's Office, MoLHSA, and UNICEF.(3)
The Interagency Anti-Trafficking Coordination Council for the Implementation of Measures against Human Trafficking	Coordinate government efforts against trafficking in persons and children, including efforts to protect and rehabilitate victims.(3) Refer child victims to shelters to receive social services.(2) Chaired by the Minister of Justice and comprises representatives from state agencies and non-state entities.(30) In 2015, drafted Standard Operating Procedures on identifying cases of child trafficking and forced child labor for law enforcement agencies, which were approved by the Minister of Internal Affairs in January, 2015.(29)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Georgia has established policies related to child labor, including its worst forms (Table 8).

Table 8. Policies Related to Child Labor

Policy	Description
Action Plan for Child Welfare and Protection (2012–2015)	Establishes an overarching framework to improve the welfare of children, including highly vulnerable groups like street children. Identifies the institutions responsible for carrying out activities, funding sources, and expected outcomes in a broad range of areas such as education, health, child care, public awareness campaigns, and rehabilitation programs.(2, 18, 43)
Anti-Trafficking Action Plan for (2015–2016)	Supports implementation of activities to address human trafficking, including the exploitation of children. Focuses on identifying street children and including them in formal education, as well as ensuring that shelters for human trafficking victims properly accommodate child victims.(44)
National Human Rights Strategy (2014–2020)	Identifies human rights priorities, including the protection of child rights. Led to the adoption of a National Action Plan on the Protection of Human Rights 2014–2016, which includes objectives to strengthen provision of services to vulnerable children, such as those living and working on the streets.(45, 46)
EU Association Agreement and Association Agenda (2014–2016)	Outlines a framework for cooperation between Georgia and the EU. Requires Georgia to institute a number of initiatives to protect children's rights, including addressing child poverty, providing adequate resources to the Public Defender to undertake work for children, and focusing on measures to protect children against all forms of violence.(3)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Georgia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. The Government has other programs that may have an impact on child labor, including its worst forms (Table 9).

Table 9. Social Programs to Address Child Labor

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries, including Georgia, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(47) In 2015, supported the National Statistics Office (Geostat) in conducting a National Child Labor Survey. The results of the survey are anticipated to be publicly available in October 2016.(47)
Improved Compliance with Labor Laws in the Democratic Republic of Georgia	USDOL-funded, \$2 million grant implemented by the ILO to work with the Government to improve its ability to enforce labor laws, including child labor laws, and adhere to international labor standards.(48) Key objectives of the project include supporting the establishment of effective labor law enforcement mechanisms in Georgia through labor inspection and promoting effective tripartite cooperation.(49)

Table 9. Social Programs to Address Child Labor (cont)

Program	Description
Social Rehabilitation and Childcare Program†	Government program, with a 2015 budget of \$8.1 million, that provides assistance to children at high risk of abandonment and children with disabilities; also places abandoned children in appropriate care.(3, 10)
Reaching Highly Vulnerable Children in Georgia with a Focus on Children Living or Working on the Streets†	MoLHSA program to assist children and youth living or working on the streets. Supported by UNICEF and the EU, and implemented by World Vision, Caritas, and Child and Environment.(7, 13, 30) Includes the operation of four mobile street teams comprised of a social worker, a psychologist, and a former street child who serves as a mentor, who makes initial contact with street children and directs them to the program's services. Also provides four day care centers, two 24-hour crisis intervention centers, and two long-term transition centers that prepare children to enter long-term care.(7, 10, 13, 30) In 2015, an estimated 573 children benefited from these services.(13)
The State Fund for Protection and Assistance of (Statutory) Victims of Human Trafficking†	MoLHSA program to protect, assist, and rehabilitate trafficking and domestic violence victims, including minors.(3, 50) Implements the Government's Rehabilitation and Reintegration Strategy, which includes operating two trafficking shelters in Batumi and Tbilisi, each staffed with a social worker to further assist victims. Funds the Assistance to Victims of Trafficking in Persons Hotline and a related Web site.(2, 51) In 2015, received a total budget of \$2.6 million and employed 33 individuals who focused solely on human trafficking issues.(10)
Program on Provision of School Children with Free Textbooks†	MoES program that distributes free textbooks to all public school students and private school students from socially-disadvantaged families. In 2015, the Government allocated \$5.1 million for the program.(10)
The Georgian Language for Future Success Program	MoES program implemented by the National Center for Teacher Professional Development that provides professional development opportunities to teachers of Georgian language in schools with large populations of ethnic minority students. These teachers also assist local teachers in improving their abilities in the Georgian language.(30, 52) As of June 2015, 600 teachers had participated in the program.(53)
Second Chance Education for Disadvantaged, Children with Behavior Problems and Out-of-School Children in Georgia†	MoES program designed to promote inclusion of disadvantaged children, including street children, victims of forced begging, and children engaged in seasonal agricultural work into the educational system.(10, 30)
Pension Program and Targeted Social Assistance†	SSA-administered program that provides financial assistance to the poorest 10 percent of the population.(54) In 2015, the Government cooperated with UNICEF to develop a new methodology for targeting vulnerable children to identify beneficiaries Targeted Social Assistance (TSA) beneficiaries. As a result, over 22,000 additional children qualified to receive TSA benefits during the reporting period, bringing the total to 115,096 qualified child beneficiaries.(55)
UNICEF Country Program 2011–2015	Joint effort by UNICEF, the Government of Georgia, and other partners from intergovernmental organizations and NGOs to improve both the provision of social services to children and the protection of children's rights. Supports the MoLHSA and SSA program to reform child care efforts by reducing the institutionalization of children.(56) In 2015, UNICEF advised the Government on the development of a new Juvenile Justice Code as well as a Law on Early Learning and Pre-school Education, which would provide compulsory pre-primary education for all children.(55)

† Program is funded by the Government of Georgia.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Georgia (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Increase the age up to which education is compulsory to 16, the minimum age for work.	2009 – 2015
Enforcement	Establish a functioning Labor Inspectorate to enforce child labor legislation. Ensure that the Labor Inspectorate has sufficient funding to provide an adequate number of inspectors; that inspectors are capable of performing quality targeted, complaint-based, and unannounced inspections; that inspectors have the ability to assess penalties; and that data on the number and type of inspections, violations, and penalties are made publicly available.	2009 – 2015

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that legislation permits the Department for Inspection of Labor Conditions to enter the premises of all businesses to conduct unannounced inspections, and empowers monitors to impose sanctions for violation of labor laws.	2015
	Ensure that labor monitors inspect for compliance with the full range of labor laws, including laws against child labor.	2015
	Ensure that data on the number and type of inspections conducted, violations found, and penalties issued by the Department for Inspection of Labor Conditions are made publicly available.	2015
	Ensure that cases of forced begging are recognized as criminal acts and receive appropriate and thorough investigation by the Police.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2015
Social Programs	Conduct a survey to learn more about the number and circumstances of children living on the street, to facilitate effective targeting of policies and programs.	2015

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In 2015, Ghana made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government issued a legislative instrument to implement the Human Trafficking Act, which includes provisions for establishing care centers and providing social services to child trafficking victims. It also launched five new social programs that include the goal of eliminating or preventing child labor and announced a Child and Family Welfare Policy that aims to improve child protection. However, children in Ghana continue to engage in the worst forms of child labor, including in fishing and harvesting cocoa. The Government has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography. Additionally, resource constraints severely limited the Government's ability to fully implement policies and social programs during the reporting period. The Government of Ghana also has not provided any funding for anti-trafficking enforcement efforts or programs to protect victims of human trafficking.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ghana are engaged in the worst forms of child labor, including in fishing and harvesting cocoa.(1-12) According to a report by Tulane University that assessed data collected during the 2013–2014 harvest season, there were an estimated 918,543 child laborers ages 5 to 17 in the cocoa sector, which represents a 6.4 percent decline in the number of child workers in cocoa production since the 2008–2009 harvest season.(13) Table 1 provides key indicators on children's work and education in Ghana.

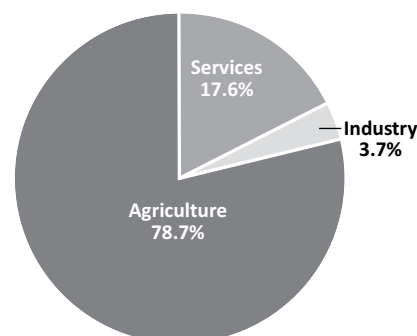
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	24.7 (1,721,914)
Attending School (%)	5-14 yrs.	91.7
Combining Work and School (%)	7-14 yrs.	25.3
Primary Completion Rate (%)		101.1

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2015.(14)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Living Standard Survey, Round 6, 2012–2013.(15) Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data.

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Land clearing,* using machetes and cutlasses for weeding, collecting cocoa pods with a harvesting hook, breaking cocoa pods, working in the vicinity of pesticide spraying, and carrying heavy loads† of water in the production of cocoa (4-7, 13, 16) Herding livestock* (17) Fishing for tilapia, and to a lesser extent for mudfish,* catfish,* and electric fish,* including preparing bait, nets,* and fishing gear;* launching, paddling,† and draining canoes;† diving for fish;† casting and pulling fishing nets† and untangling them underwater; sorting, picking, cleaning, smoking, transporting,* and selling fish; cleaning and repairing nets; and building and repairing boats* (2, 3, 6, 8-12, 18-21)
Industry	Quarrying† and small-scale mining,† sometimes for gold, including using mercury,* digging in deep pits, crushing rocks by hand, carrying heavy loads,*† and machine operation*† (6, 18, 20, 22-27)
Industry	Bricklaying* (17)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work* (18, 20)
	Transporting heavy loads as <i>kayayes</i> (mainly girls who carry loads on their head)† (10, 18, 20, 28, 29)
	Electronic waste and garbage scavenging,* including sorting scavenged items and transporting items for sale (30-37)
	Street work, including begging* and hawking* (18, 38)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (20, 21, 39, 40)
	Forced begging and forced labor in agriculture; fishing, including for tilapia; artisanal gold mining; domestic work; and street work, including vending and carrying heavy loads, each sometimes as a result of human trafficking* (2, 3, 10, 12, 16, 21, 39-47)
	Forced ritual service for girls known as <i>trokosi</i> (10, 20, 28, 39, 41, 48)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Some girls in the Greater Accra and Volta Regions are involved in a form of ritual servitude whereby families give a young girl to officials of a local shrine in atonement for their family members' sins.(10, 28, 39, 48) These girls, known as *trokosi*, perform tasks such as fetching water, maintaining the shrines, and working on the priest's land. Their basic needs often go unmet, and they frequently suffer sexual and physical abuse.(10, 48) Girls also work as *kayayes*, a term for children who carry heavy loads on their heads. There has been an increase in the number of young girls from the Northern Region migrating to Accra for this reason.(39, 49)




Ghana is a source, transit, and destination country for the trafficking of children for commercial sexual exploitation and forced labor, including in fishing.(2, 39, 41, 50) Children are subjected to commercial sexual exploitation, particularly in the Volta and Western Regions.(39, 41) Research found that child trafficking within Ghana was more predominant than transnational child trafficking.(3, 12, 39, 47, 51) Ghanaian children are also transported to neighboring countries in West Africa, as well as to Europe and the Middle East, for forced labor and commercial sexual exploitation.(38, 39, 41, 52)

According to the Constitution and Education Act, primary education is free and compulsory from kindergarten through junior high school in Ghana.(53, 54) There is no upper age limit for free basic education, although most children typically complete junior high school at age 15.(54, 55) The Government has taken measures to increase access to education by providing free uniforms and books to some children.(11) However, in practice, children must pay for school uniforms, fees, and materials, which may be prohibitive for many families.(2, 9, 10, 26, 30, 56, 57) In addition, although children are not required to have birth certificates and uniforms to attend school, those who lack these items are often turned away by school authorities.(56) Additionally, some children, especially girls, are reported to be sexually assaulted and harassed by teachers or classmates.(56, 58) Moreover, the shortage of classrooms, overcrowding in urban schools, and poor educational infrastructure, particularly in rural areas, severely limits access to education for many children.(2, 26, 59)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Ghana has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 89 of the Children's Act (60)
Minimum Age for Hazardous Work	Yes	18	Section 91 of the Children's Act (60)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Articles 28.1d, 28.2, and 28.5 of the Constitution; Article 7 of the Labor Regulations Legislative Instrument; Sections 91 and 92 of the Children's Act; Article 58 of the Labor Act (53, 60-62)
Prohibition of Forced Labor	Yes		Articles 16.1 and 16.2 of the Constitution; Articles 116 and 117 of the Labor Act; Sections 1-3 and 42 of the Human Trafficking Act; Sections 1 and 2 of the Human Trafficking Prohibition Legislative Instrument (53, 61, 63, 64)
Prohibition of Child Trafficking	Yes		Sections 1 and 2 of the Human Trafficking Act; Sections 1 and 2 of the Human Trafficking Prohibition L.I.; Articles 21-25 of the Labor Regulations Legislative Instrument (62, 63)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 107, 108, 110, 111, 274-277, and 279-283 of the Criminal Code; Section 101A of the Criminal Offenses Act; Article 7(2) of the Labor Regulations Legislative Instrument (62, 65, 66)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Armed Forces Regulations (Administration) Volume I (55, 67, 68)
Compulsory Education Age	Yes	15‡	Article 2.2 of the Education Act (54, 55)
Free Public Education	Yes		Article 25.1.a of the Constitution; Articles 1.1, 1.2, and 2.2 of the Education Act (53, 54)

* No conscription (69)

‡ Age calculated based on available information (55)

On November 11, 2015, a legislative instrument necessary to implement the Human Trafficking Act entered into force that establishes care centers and social services provisions for child victims of human trafficking.(17, 64) The types of hazardous work prohibited for children do not cover lake fishing, an area of work where there is evidence of children working underwater, for long hours, and at night.(60, 62) Although Ghana has two Hazardous Activities Frameworks which include additional types of hazardous activities prohibited to children, neither is considered a legal instrument and no penalties can be imposed for violations of the activities listed in the Frameworks.(70) Additionally, Ghana's laws do not criminally prohibit the use of a child in pornographic performances, or an individual benefiting from the proceeds of child pornography.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment and Labor Relations (MELR)	Enforce all labor laws and oversee child protection committees at the district level.(10, 26, 56, 71) Implement the Ghana Child Labor Monitoring System (GCLMS) through the National Program for the Elimination of Child Labor in Cocoa (NPECLC).(6, 26, 55, 72-74)
District Assembly's District Social Welfare Officer and Social Services Subcommittee	Ensure that child labor laws are enforced, perform spot checks at workplaces, and investigate child labor violations in the informal sector. Provide employers with information on how to comply with child labor laws.(2, 56, 75)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ghana Police Service (GPS)	Make arrest, conduct investigations, and prosecute cases related to the worst forms of child labor, including child trafficking. Enforce anti-trafficking laws through the Anti-Human Trafficking Unit (AHTU) of the Criminal Investigation Division, which leads the Government's efforts to implement the 2005 Human Trafficking Act throughout Ghana.(10, 39, 41, 55, 76) Provide support services to victims, such as repatriation and reintegration services, operate a 24/7 phone line for reporting crimes, and maintain a Web site to promote awareness about human trafficking.(12, 39, 51, 55) The Domestic Violence and Victims Support Unit, which also operates throughout Ghana, works with the AHTU to investigate cases of child trafficking.(39, 47, 55)
Economic and Organized Crime Office's Human Trafficking Unit	Share responsibility with the GPS's AHTU for investigating and prosecuting cases of human trafficking. Recover proceeds of human trafficking and provide ongoing training on preventing human trafficking.(39)
Office of the Attorney General	Prosecute child labor and child trafficking crimes.(55, 76)
Minerals Commission	Inspect unlicensed mining sites, identify cases of child labor, and conduct awareness-raising activities on Ghana's legal framework in the mining sector in parallel with criminal law enforcement agencies.(26)
Ministry of Gender, Children, and Social Protection (MOGCSP)	Protect women and children's rights; ensure compliance with international standards in relation to gender, children, and social protection.(77) In the case of the MOGCSP's Department for Social Welfare (DSW), operate shelters for vulnerable children, administer juvenile justice, and implement cross-sectoral programs on social protection to combat child labor, including the Livelihood Empowerment Against Poverty (LEAP) cash transfer program.(18, 77, 78) In the case of the MOGCSP's Human Trafficking Secretariat, oversee the creation, implementation, and review of Ghana's human trafficking policies and ensure proper monitoring, evaluation, and data collection.(39, 55)
Ghana Immigration Service	Maintain a desk at headquarters in Accra, as well as 10 regional desks throughout the country, each staffed with 10–15 officers who work on human trafficking cases. Conduct regular internal trainings on trafficking issues, which includes institutionalized training on human trafficking at its training academy.(39)
MOGCSP Community Child Protection Committees (CCPCs)	Participate in the GCLMS to monitor, prevent, and withdraw children from the worst forms of child labor in cocoa, as well as other sectors, in more than 600 communities nationwide as part of the Child and Family Welfare Policy.(17, 38, 55, 57) Report cases to the GPS, DSW, or traditional authorities, who work with the police to launch investigations.(26, 55, 71)

Although the Attorney General's office is responsible for prosecuting child trafficking violations, in practice it is left to the prosecutors of the Ghana Police Service (GPS), who have no formal legal training. Additionally, coordination among the agencies responsible for enforcing child labor laws is weak.(55, 76)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Ghana took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (18)	Unknown* (55)
Number of Labor Inspectors	97 (18)	97 (55)
Inspectorate Authorized to Assess Penalties	No (18)	No (55)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (55)	Yes (55)
■ Training on New Laws Related to Child Labor	N/A	N/A (55)
■ Refresher Courses Provided	Yes (18)	Unknown (55, 79)
Number of Labor Inspections	Unknown (18, 80)	317 (55)
■ Number Conducted at Worksite	Unknown	317 (55)
■ Number Conducted by Desk Reviews	Unknown	0 (55)
Number of Child Labor Violations Found	Unknown (18, 80)	Unknown (55)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (18, 80)	Unknown (55)
■ Number of Penalties Imposed That Were Collected	Unknown (18, 80)	Unknown (55)
Routine Inspections Conducted	Yes (18)	Yes (55)
■ Routine Inspections Targeted	Unknown (18, 80)	No (55)
Unannounced Inspections Permitted	Yes (61)	Yes (55)
Unannounced Inspections Conducted	Unknown	Yes (55)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Complaint Mechanism Exists	Yes (1)	Yes (55)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1, 55)	Yes (55)

*The Government does not make this information publicly available.

The labor inspectorate does not receive dedicated funding to conduct inspections, and research indicated that resources dedicated to combating child labor are generally insufficient.(26, 55, 56) According to the ILO's recommendation of 1 inspector for every 15,000 workers in industrializing economies, Ghana should employ roughly 751 inspectors in order to adequately enforce labor laws throughout the country.(81-83) The Ministry of Employment and Labor Relations (MELR) acknowledges that the current number of labor inspectors is insufficient.(26, 55) Additionally, not all new inspectors received training on laws related to child labor and enforcement during the reporting period.(55) Additional training is needed to support improved communication, including the use of basic information technology, effective labor inspections, enhanced understanding of labor laws, and improved report writing.(17, 18) Research indicates that few cases of child labor violations are reported, and even fewer cases result in prosecution because judges, police, and labor officials are sometimes unfamiliar with the provisions of the laws that protect children.(55, 56, 84) In addition, it is not known how many cases of child labor were identified as a result of calls made to the GPS's 24/7 hotline.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Ghana took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (18, 84, 85)	No (55)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (18, 84, 85)	No (39, 55)
Number of Investigations	94 (80, 84, 86)	132 (55)
Number of Violations Found	Unknown (18)	Unknown* (55)
Number of Prosecutions Initiated	15 (80, 84, 86)	Unknown (55, 79)
Number of Convictions	6 (80, 84, 86)	0 (55)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (18, 84)	Yes (55)

*The Government does not make this information publicly available.

During the reporting period, the GPS's Anti-Human Trafficking Unit (AHTU) employed approximately 102 investigators. This number is insufficient to allow the AHTU to carry out its mandate.(47, 55, 84) The Government did not provide an operating budget to the law enforcement agencies responsible for anti-human trafficking issues during the reporting period.(39, 76) As a result, the AHTU primarily relied on foreign donors and NGOs to support its enforcement efforts.(39, 55) For the fifth consecutive year, the Government did not provide prosecutors with training on human trafficking issues, despite acknowledging the need for such training.(39) Additionally, the Government considers cases to be in prosecution when the initial investigation has concluded. Thus, prosecutions may refer to instances in which a suspect is not in custody and the case is not actively being tried.(79)

Data related to human trafficking are not collected systemically, and information is often not conveyed from regional offices to the headquarters in Accra.(39) Poor coordination among law enforcement agencies also hindered the Government's efforts to combat human trafficking.(39) During the reporting period, law enforcement, in cooperation with NGOs and international organizations, rescued an unknown number of victims of child trafficking from Lake Volta. These child trafficking victims had been engaged in forced labor in fishing and domestic work.(76, 87, 88) The Domestic Violence and Victims Support Unit and the AHTU work together to refer victims of child trafficking to social services providers. However, there is no referral system for the victims of other worst forms of child labor.(79)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor (NSCCL)	Oversee coordination, implementation, and monitoring of the National Plan of Action (NPA) for the Elimination of the Worst Forms of Child Labor and programs targeting the worst forms of child labor, including reviewing and endorsing project proposals and supporting the implementation of the GCLMS.(39, 55, 74, 89-91) The GCLMS is a coordinated government approach to combat child labor by identifying, preventing, and protecting children engaged in child labor, and referring victims to social services providers. In addition, the GCLMS collects data related to child labor and uses this information to inform laws and policies.(39, 74) The NSCCL is led by the MELR's Child Labor Unit (CLU) and includes three subcommittees: (1) Policy Advisory, Education, and Skills Training; (2) Advocacy, Social Mobilization, and Child Labor Monitoring; and (3) Cocoa, Fisheries, and Mining and Quarrying.(2, 10, 39, 55, 74, 91, 92) Other members include representatives from the ministries of the Interior, Food and Agriculture, Education, Local Government and Rural Development, Women and Children's Affairs, and Employment and Social Welfare; employers' and workers' organizations; NGOs; the Ghana Cocoa Board; and international organizations.(55, 74, 92) In 2015, drafted a new NPA for 2016–2020, which is awaiting validation from a technical working group before being formally adopted.(17)
MELR's CLU	Coordinate child labor issues and provide technical support to ministries, departments and agencies, employers' and workers' organizations, and international agencies such as the ILO, IOM, and UNICEF.(2, 55, 75) In 2015, developed a child labor survey.(26)
Human Trafficking Management Board (HTMB)	Meet quarterly and includes representatives from the police, immigration officials, local government, ministries of Health and Education, NGOs, and a parliamentarian, among others. Chaired by the MOGCSP's Human Trafficking Secretariat.(39, 55, 76) Advise the MOGCSP on human trafficking policy; rehabilitate and re-integrate victims; and oversee the Human Trafficking Fund, which provides financial support to victims, including children.(39, 55, 63, 64) In 2015, submitted the final draft of the legislative instrument for implementing the Human Trafficking Act to Parliament. The legislative instrument went into effect during the reporting period.(17, 76)
National Partners Forum	Discuss and coordinate interventions to address the worst forms of child labor in the cocoa sector.(55) Convened by NPECLC and comprised of district assemblies, NGOs, trade unions, and civil society organizations. Members are required to submit quarterly reports to NPECLC.(55)

In 2015, the NSCCL met three times and the HTMB met twice. However, research was unable to determine whether the National Partners Forum met.(17, 76, 79, 93) Additionally, it is not known how much funding the CLU received during the reporting period, although research indicates that it was insufficient to carry out all planned activities.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ghana has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action (NPA) for the Elimination of the Worst Forms of Child Labor (2009–2015)	Provided a comprehensive framework to significantly reduce the worst forms of child labor by 2015 and identified specific roles for various ministries, NGOs, and civil society.(2, 55, 75) Aimed to reduce all forms of child labor but prioritized nine key sectors: child trafficking, trokosi, mining and quarrying, fishing, commercial sexual exploitation, kayayes and carrying heavy loads, agriculture, domestic work, and street vending.(84) Helped coordinate 23 institutions and government agencies to combat child labor through data collection and analysis.(6, 94) Led by the CLU under the supervision of the NSCCL.(55) In 2015, reviewed complaint and response mechanisms among responsible agencies for inclusion in standard operating procedures.(17)
Hazardous Child Labor Activity Frameworks	Created by working groups and includes both the Hazardous Child Labor Activity Framework and the Hazardous Child Labor Activity Framework for the Cocoa Sector. Both frameworks were developed in consultation with workers' and employers' organizations and prohibit hazardous activities for children.(95, 96)
ECOWAS Regional Action Plan for the Elimination of Child Labor, Especially the Worst Forms (2013–2015)	Aimed to eliminate the worst forms of child labor in West Africa by 2015 through the implementation of a regional action plan with 14 other ECOWAS countries.(97) Ghana did not participate in any activities under this policy in 2015.(79)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol (2010 Declaration) and Its Accompanying Framework of Action	Joint declaration by the Governments of Ghana, Côte d'Ivoire, and the United States, and the International Cocoa and Chocolate Industry.(89, 98, 99) Provides resources and coordinates with key stakeholders on efforts to reduce the worst forms of child labor in cocoa-producing areas.(98, 99) Ensures that all project efforts implemented under the Declaration and Framework align with Ghana's national action plans in order to promote coherence and sustainability.(89, 98, 99)
Ministry of Food and Agriculture's Child Labor Strategic Plan (2013–2015)	Aimed to improve coordination and monitored implementation of efforts to address child labor in agriculture, including in the cocoa and fishing subsectors, by 2015. Worked with farmers and fishermen to increase their livelihoods and their awareness of child labor.(100, 101)
Child and Family Welfare Policy†	Aims to strengthen social protection for children, improve interministerial coordination, and empower youth.(26, 47, 55) Led by the MOGCSP, this policy formalizes the referral of child protection cases, including the worst forms of child labor, between the police and the Social Welfare and Community Development Department.(47)
UNDAF Action Plan (2012–2016)	Aims to provide education or vocational training opportunities to 5,000 children ages 5 to 17 who have been withdrawn or are prevented from engaging in child labor.(102)
Education Strategic Plan (2003–2015)*	Sought to improve access to and the quality of education by 2015, particularly at the primary level, by increasing opportunities for out-of-school and hard-to-reach children, providing scholarships to needy students, and improving education infrastructure.(103)
Free Compulsory Universal Basic Education (F-CUBE)*	Aims to enable all children in Ghana to attend primary school by improving educational quality, improving access to education, raising the enrollment of hard-to-reach and out-of-school children, and increasing the management efficiency of the education sector.(18, 103)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, overlapping objectives and poor coordination hindered the effective implementation of policies.(20, 78) There were no formal activities conducted under the ECOWAS Regional Action Plan for the Elimination of Child Labor in 2015, but the Government of Ghana continued to share its anti-human trafficking efforts with other ECOWAS states.(39) Although the Government of Ghana conducted awareness-raising activities in support of the NPA, the Government did not allocate any funding to these activities.(39, 55) A lack of resources and personnel continue to limit full implementation of the NPA, and children remain at risk for hazardous labor.(55)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Ghana funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Towards Child Labor Free Cocoa Growing Communities in Côte d'Ivoire and Ghana Through an Integrated Area-Based Approach (2010–2015)	\$10 million USDOL-funded, 4-year project implemented by the ILO. In support of the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol aimed at reducing the worst forms of child labor in cocoa-producing areas in Côte d'Ivoire and Ghana by providing direct services to communities.(99, 104) In Ghana, worked with the Government to develop and implement community action plans, improve educational outcomes, and support the GCLMS in cocoa-growing areas.(90, 105) In 2015, launched the Occupational Health, Safety, and Environment Manual and Child Labor Strategic Document, which includes modules on hazardous child labor in cocoa and child protection.(106) By the end of the project in 2015, withdrew and prevented 2,682 children from child labor situations and provided livelihood assistance to 1,200 households in Ghana.(107)
Survey on Child Labor in West African Cocoa-Growing Areas (2012–2015)	\$1.9 million USDOL-funded, 3-year research project implemented by the Payson Center for International Development at Tulane University. Supported the collection of nationally representative survey data on child labor in Côte d'Ivoire and Ghana to assess the prevalence of the worst forms of child labor in cocoa-growing areas.(13, 89, 108) Coordinated with the Government and worked with statistical experts from Ghana to build the country's capacity to implement future child labor surveys.(89) Conducted a nationally representative survey in the cocoa sector during the 2013–2014 harvest season.(13)
Assessing Progress in Reducing Child Labor in Cocoa-Growing Areas of Côte d'Ivoire and Ghana (2015–2019)*	\$3 million USDOL-funded, 4-year project implemented by NORC at the University of Chicago. Evaluates and measures progress to reduce child labor in the cocoa sectors of Côte d'Ivoire and Ghana.(109) Includes a mapping of stakeholder interventions to reduce child labor in the cocoa sector, an assessment of the effectiveness of funded efforts to reduce child labor, and a survey of the incidence of child labor in cocoa-growing areas of Côte d'Ivoire and Ghana in the 2018–2019 growing season.(109, 110)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Global Action Program on Child Labor Issues*	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by The Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research.(111, 112) In 2015, completed an initial review of policies and programs combating child labor.(111)
Mobilizing Community Action and Promoting Opportunities for Youth in Ghana's Cocoa-Growing Communities (MOCA) (2015–2019)*	\$4.5 million USDOL-funded, 4-year project implemented by Winrock International. In support of the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol, will work with communities in Ghana to develop community action plans to address child labor in cocoa-growing areas, provide households with livelihood assistance and occupational safety and health training, and provide at-risk youth with marketable job skills.(113, 114)
Convening Stakeholders to Develop and Implement Strategies to Reduce Child Labor and Improve Working Conditions in Artisanal and Small-Scale Gold Mining (COSTREC-ASGM) (2015–2019)*	\$5 million USDOL funded, 3.5-year project implemented by the ILO that aims to support efforts to reduce child labor and improve working conditions in artisanal and small-scale gold mining (ASGM) in Ghana and the Philippines. The project will support efforts to (1) implement laws, policies, and action plans to address child labor and working conditions in ASGM; (2) increase the access of ASGM communities to livelihood and social protection programs; and (3) develop tools to increase transparency and monitoring of child labor and working conditions in gold mining supply chains.(115)
Child Protection Compact Partnership (2015–2020)*	\$5 million, 4-year partnership signed by the Government of Ghana and USDOS that aims to reduce child trafficking through improved coordination, prevention, prosecution, and protection for victims.(55, 116, 117) As part of the partnership, IOM and local NGO Free the Slaves will work with the Government to establish referral mechanisms for victims and build the capacity of law enforcement and community members to identify and prevent cases of child trafficking, improve protections for victims, and prosecute human traffickers.(55, 76, 117, 118)
Sustainable Fisheries Management Project (2014–2019)	\$24 million USAID-funded, 5-year project to rebuild marine fisheries stocks, encourage the adoption of responsible fishing practices, and reduce the incidence of child labor in fishing and child trafficking in the Central Region of Ghana.(119)
Partnership for Education: Learning Activity (2015–2020)*	\$71 million USAID-funded, 5-year project that aims to improve reading performance among primary school students in English and local languages. Targeting 2.8 million children in kindergarten through third grade.(120)
National Program for the Elimination of Child Labor in Cocoa (NPECLC)†	MELR program that oversees interventions to eliminate the worst forms of child labor at the community level by enabling communities to identify, report on, withdraw, and coordinate services for children in exploitative labor through the GCLMS.(26, 55, 72, 73) NPECLC raises awareness of child labor issues in cocoa-growing communities, increases access to education, builds the institutional capacity of organizations combating child labor, and strengthens legal protections for child workers as part of the NPA.(18, 71, 121, 122)
Ghana Cocoa Board (COCOBOD)	Government body that aims to promote the production, processing, and marketing of quality cocoa, coffee, and shea nut products.(123, 124) Supports access to education by building secondary schools and providing scholarships for the children of cocoa farmers.(123) The Ministry of Finance oversees the Board of Directors, which includes representatives from other Government ministries, industry partners, and farmers' associations.(125)
CocoaAction (2014–2016)	\$400 million World Cocoa Foundation-funded project, in collaboration with the Ministry of Finance through COCOBOD. Aims to increase sustainability within the cocoa sector and to improve the livelihoods of 300,000 farmers in Côte d'Ivoire and Ghana through increased productivity and improved agricultural practices.(126–129) Includes six pillars, one of which aims to eliminate the worst forms of child labor and increase access to basic education for children in cocoa-growing areas.(126, 128)
Ferrero Cocoa Community Commitment (F3C) (2012–2015)	\$1.14 million Ferrero Trading LUX S.A.-funded, 4-year project that provided training on GCLMS and trained farmers on improved farming techniques.(89, 130) In support of the 2010 Declaration, collaborated with NPECLC to reduce the prevalence of child labor in Ghana's cocoa-growing areas, including by improving children's access to education and increasing household incomes.(89, 98, 99) By the end of the project in December 2015, assisted NPECLC to establish the GCLMS in 162 new communities and established 8 village resource centers at schools.(130)
Cocoa Life (2008–2018)	\$1.55 million Mondelēz International-funded, 10-year project that aims to combat the worst forms of child labor at the community level in a sustainable and systematic manner.(89, 131, 132) In support of the 2010 Declaration, collaborates with the MOGCSP to implement the NPA and reduce the prevalence of child labor in Ghana's cocoa-growing areas.(89, 98, 99, 132) In 2015, trained 218 Community Gender and Child Protection Committee members on child labor, human trafficking, and gender and child protection issues. Also conducted awareness raising on child labor issues in 209 cocoa-growing communities.(132)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Empowering Cocoa Households with Opportunities and Education Solutions (2007–2015)	World Cocoa Foundation, USAID, and the International Chocolate and Cocoa Industry project implemented by World Education and Winrock International that strengthened cocoa-growing communities by providing educational opportunities for youth and young adults, empowered community-based organizations, and improved household livelihoods.(133)
Anti-Human Trafficking Project (2014–2016)	French Ministry of Foreign Affairs-funded, 3-year project to fight human trafficking in the Gulf of Guinea; implemented locally by Plan Ghana.(40) Provides training to civil society organizations and shelters on issues related to human trafficking, including methods to deliver psychosocial support to victims of human trafficking and advocacy. Aims to strengthen the capacity of law enforcement officials to investigate and prosecute crimes.(40, 134)
Livelihoods Empowerment Against Poverty (LEAP)†	MOGCSP-administered conditional cash transfer program that provides monetary grants to poor households with orphans and vulnerable children on the condition that children attend school, receive vaccinations, and regularly visit health care facilities. An original provision that children do not engage in child labor in order to receive benefits was removed in 2012.(18, 26, 75, 84, 135)
Programs to Assist <i>Kayayes</i> †	DSW program, with the support of community-based organizations, that provides rehabilitation and reintegration facilities for <i>kayayes</i> . The Women's Development Fund provides microcredit and income-generating activities for the mothers of <i>kayayes</i> .(28)
Educational Programs†	Ministry of Education-funded programs under F-CUBE that aim to increase school attendance and enrollment.(18, 84, 103) The Ghana School Feeding Program, ongoing since 2005, aims to reduce malnutrition and improve attendance among students in selected schools by providing one hot and nutritious meal per school day.(2, 18, 56, 75, 135, 136) The Capitation Grant Scheme pays school fees for all students attending public primary schools.(2, 18, 56, 75, 135, 136) The Ghana Education Service, under the Ministry of Education, places girls' education officers at the regional and district levels, and mobilizes communities to enroll more girls in school.(56) Free school uniforms and exercise books are provided to students in districts with poor enrollment rates; about 400,000 uniforms are distributed every year.(56, 135)
Millennium Villages	Program that seeks to achieve the UN Millennium Development Goals by increasing universal primary education, improving access to health care and sanitation services, and providing livelihood assistance to agricultural families. Established early childhood education centers in villages with no primary schools.(137)
Child Labor Global Phase II (2014–2015)	\$799,000 Irish Aid-funded, 2-year project that developed a mobile app using the Hazardous Child Labor Activity Frameworks from Zambia.(138)

* Program was launched during the reporting period.

† Program is funded by the Government of Ghana.

Government shelters are in a state of extreme disrepair, have limited space, are understaffed, and lack adequate security.(10, 12, 39, 40, 55, 134) The Madina shelter in the greater Accra area has been closed since 2013.(79) Another Department for Social Welfare (DSW)-operated shelter for trafficking victims in Accra shares its space with a detention center for juvenile offenders, which presents safety concerns for victims of child trafficking.(39) Although the Government paid the salaries of employees at the shelters for trafficking victims, it has not allocated any funding for operational costs since 2005. Victims are dependent upon NGOs, religious groups, and international organizations to provide the majority of services, including food, clothing, and general care.(39, 76) In addition, the Government failed to allocate funding to the Human Trafficking Fund for victim support as required by the 2005 Human Trafficking Act and its 2015 legislative instrument.(39)

The Government of Ghana also failed to allocate any funding to the National Program for the Elimination of Child Labor in Cocoa (NPECLC) in 2015.(93) In the past, funding for NPECLC has represented the core of the Government of Ghana's resource commitment under the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol.(89) Due to the lack of funding, NPECLC did not conduct any activities during the reporting period. Its only remaining staff member was not paid from June to December 2015 and stopped working for NPECLC in January 2016.(55, 93) In addition, the CLU; the AHTU; MGCSP; and local NGOs cite lack of funding as one of the primary obstacles in implementing programs to address child labor, including its worst forms.(39, 55)

Although the Government has worked closely with industry, NGOs, and international organizations to implement child labor programs in cocoa, fishing, and mining, the magnitude of these programs remains insufficient to address the scope of the problem.(55) In addition, research found no evidence of programs to assist children involved in commercial sexual exploitation or forced labor in domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ghana (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2015
	Ensure that laws criminally prohibit the use of children in all illicit activities, including for the production and trafficking of drugs.	2009 – 2015
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2015
	Ensure that laws criminally prohibit all forms of commercial sexual exploitation of children, including the use of a child in pornographic performances and individuals benefiting from the proceeds of child pornography.	2014 – 2015
Enforcement	Ensure that only prosecutors who have received formal legal training prosecute cases of the worst forms of child labor, including child trafficking violations.	2015
	Ensure that the agencies responsible for child labor laws coordinate effectively.	2015
	Ensure that labor inspectorates and criminal law enforcement are allocated funding to conduct inspections and investigations, and make the labor inspectorate's funding level publicly available.	2009 – 2015
	Strengthen the labor inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents, and authorize inspectors to assess penalties for labor violations.	2014 – 2015
	Make statistics regarding the enforcement of child labor laws publicly available, including the number of violations found and penalties imposed and collected.	2010 – 2015
	Significantly increase the number of labor inspectors and investigators responsible for enforcing laws related to child labor, including its worst forms, in accordance with the ILO's recommendation.	2010 – 2015
	Institutionalize training for labor inspectors, including by training new inspectors and investigators at the beginning of their employment, and providing refresher courses on relevant topics such as using basic information technology, effectively carrying out labor inspections, interpreting labor laws, and improving report writing skills. Provide periodic training for other law enforcement personnel and prosecutors to ensure that they are familiar with the provisions of the laws that protect children.	2013 – 2015
	Establish a mechanism to log all calls to the child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2015
Coordination	Ensure that all coordinating bodies, such as the National Partners Forum and CLU, receive adequate funding to convene on a regular basis and fulfill their respective coordinating roles.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
	Improve policy implementation by clarifying objectives, improving coordination, and allocating adequate resources so that policies may be fully implemented.	2015
Social Programs	Improve access to education by eliminating school-related fees, permitting children without birth certificates or uniforms to attend class, increasing the number of classrooms, improving school infrastructure, and prohibiting sexual harassment in schools.	2010 – 2015
	Ensure that the Human Trafficking Fund receives sufficient funding to provide adequate services for victims of human trafficking, including secure shelter space, general care, and trained staff.	2014 – 2015
	Ensure that the Government of Ghana provides adequate resources to meet its commitments under the 2010 Declaration of Joint Action to Support the Implementation of the Harkin-Engel Protocol, including by allocating funding to NPECLC.	2015
	Create, replicate, and/or expand effective models for addressing exploitative child labor, including in the cocoa sector, commercial sexual exploitation, and forced domestic work.	2009 – 2015

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In 2015, Grenada made a minimal advancement in efforts to prevent the worst forms of child labor. The Government increased funding for school transportation and textbooks, and it doubled funding for the Needy Assistance Program; both actions support students from low-income families. Research found no evidence that child labor, including its worst forms, exists in Grenada, but there has not been a recent study of child labor to confirm this. Additionally, the Government's ability to prevent children from becoming engaged in exploitive work is limited due to a lack of prohibitions against children's involvement in hazardous work and illicit activities, including the production and trafficking of drugs.






I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Grenada.(1) According to the Education Act, public education is free and all children are required to attend school until age 16. However, in practice, some school boards deny access to pregnant girls and teenage mothers.(2, 3)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Grenada has ratified all key international conventions concerning child labor (Table 1).

Table 1. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 32 of the Employment Act (4)
Minimum Age for Hazardous Work	No		
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 25 of the Employment Act; Article 4 of the Constitution; Articles 9–11 of the Prevention of Trafficking in Persons Act (4-6)
Prohibition of Child Trafficking	Yes		Article 9-11 of the Prevention of Trafficking in Persons Act (6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 137 and 188 of the Criminal Code; Article 12 of the Electronic Crimes Bill; Article 10 of the Prevention of Trafficking in Persons Act (6-9)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	16	Articles 2 and 15 of the Education Act (3)
Free Public Education	Yes		Articles 15–16 of the Education Act (3)

† No standing military (10)

Article 32 of the Employment Act allows holiday employment for children under age 16, but it does not specify the minimum age, types of work, or number of hours permitted for such work.(4, 11) The Prevention of Trafficking in Persons Act does not sufficiently prohibit the trafficking of children, despite establishing heightened penalties for traffickers of children, because it requires the use of force, threats abuse of power, or other forms of coercion to carry out the offense.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including in its worst forms (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor	Enforce laws related to child labor.(1, 9)
Royal Grenada Police Force	Investigate crimes and enforce laws related to child labor. Help the Child Protection Agency and the Ministry of Social Development and Housing provide emergency services to children.(1, 9)
Ministry of Legal Affairs	Prosecute criminal cases of child abuse in consultation with the Child Protection Agency.(12)
Child Protection Agency	Enforce laws related to child labor by receiving and investigating reports of child abuse. Provide social and protective services to abused children, including by requesting court emergency protection orders.(1, 9, 12, 13)
Ministry of Social Development and Housing	Oversee the Child Abuse Hotline and investigate reports of child abuse. Refer child abuse cases to the Child Protection Agency and criminal cases to the police.(12) Enforce laws related to school attendance and provide programs to support school attendance.(1, 9, 14)
Ministry of Education	Enforce laws related to school attendance through employment of truancy officers. Combat student absenteeism by monitoring students' attendance and facilitating students' access school transportation and meals.(1, 9, 14)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Grenada took actions to combat child labor, including its worst forms (Table 4).

Table 4. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	0 (1)	0 (1)
Number of Labor Inspectors	7 (9)	7 (1)
Inspectorate Authorized to Assess Penalties	No (1)	No (1)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (1)	Yes (1)
■ Training on New Laws Related to Child Labor	Yes (1)	Yes (1)
■ Refresher Courses Provided	Yes (1)	Yes (1)
Number of Labor Inspections	60 (1)	68 (1)
■ Number Conducted at Worksite	60 (2)	68 (2)
■ Number Conducted by Desk Reviews	0 (1)	0 (1)
Number of Child Labor Violations Found	0(9)	0 (1)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (1)	0 (1)
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (1)	Yes (1)
■ Routine Inspections Targeted	Yes (1)	Yes (1)
Unannounced Inspections Permitted	Yes (1)	Yes (1)

Table 4. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Unannounced Inspections Conducted	Yes (1)	Yes (1)
Complaint Mechanism Exists	Yes (1)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1)	Yes (1)

In 2015, the Ministry of Labor had a budget of approximately \$280,000 to carry out all activities during the reporting period, including labor inspections. While labor law enforcement agencies have sufficient resources to respond to reports of child labor, these agencies are typically underfunded and lack the staff and resources needed to fully realize their missions.⁽¹⁾

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Grenada did not take actions to combat the worst forms of child labor (Table 5).

Table 5. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (1)	No (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (1)	No (1)
■ Refresher Courses Provided	No (1)	No (1)
Number of Investigations	0 (9)	0 (1)
Number of Violations Found	0 (9)	0 (1)
Number of Prosecutions Initiated	0 (9)	0 (1)
Number of Convictions	1 (9)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (1)	Yes (1)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms. However, the Government has policies that may contribute to the prevention of child labor, including its worst forms (Table 6).

Table 6. Policies Related to Child Labor

Policy	Description
National Child Abuse Protocol	Implements and strengthens the Child Protection and Adoption Act of 2011. Includes guidelines on areas such as coordination of government efforts related to the protection of children, investigations, and referrals to appropriate social services for victims of child labor, including its worst forms. ^(9, 15)
Child Abuse Reporting Guidelines	Requires health care employees to report cases of child abuse. ⁽⁹⁾
Poverty Reduction Strategy (2014–2018)	Supports increased access to education for persons with disabilities, repairing and upgrading school facilities, and providing educational materials and school meals to children. ^(9, 16)
Strategic Plan for Educational Enhancement and Development	Aims to increase access to primary and secondary school, including for at-risk children; support children with special needs; and reintegrate dropouts and adolescent mothers into the education system. ⁽¹⁷⁾

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms. However, there is no current research on whether the worst forms of child labor exist in Grenada.⁽¹⁾ In 2015, the Government of Grenada funded programs that may contribute to the prevention or elimination of child labor (Table 7).

Table 7. Social Programs to Address Child Labor

Program	Description
Support for Education Empowerment and Development Program†	Ministry of Education and Ministry of Social Development and Housing program funded by the Government and a World Bank loan that provides lunch, transportation, textbooks, and uniforms to students.(2, 14)
School Feeding Programs† (1992–2015)	Government program that provides subsidized lunches to students in 21 preschools, 55 primary schools, and 11 secondary schools. Waives lunch fee for students who cannot afford to pay.(2, 15, 18, 19)
Uniform and Transportation Allowance†	Government program that covers the costs of uniforms, textbooks, and transportation to schools for students from low-income families. Funding increased for transportation and textbooks in 2015.(1, 15)
Needy Assistance Program†	Government program that provides temporary aid including tuition, medical and transportation assistance, and school items such as book bags and shoes, until recipients can be referred to long-term assistance programs. Funding doubled from approximately \$185,185 to \$370,370 in 2015.(1, 2)

† Program is funded by the Government of Grenada.

Although the Government of Grenada increased funding for social programs to assist school-age children in 2015, these programs are insufficient to fully address student need. Moreover, the Government has also noted that it lacks the resources necessary to further expand aid.(1)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would continue the prevention of child labor, including its worst forms, in Grenada (Table 8).

Table 8. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish specific provisions prohibiting hazardous work for children.	2009 – 2015
	Prohibit the use of children in illicit activities, including drug production and trafficking.	2011 – 2015
	Establish minimum age requirements for holiday employment and define the activities, conditions, and number of hours permissible for such work.	2014 – 2015
	Ensure the law sanctions all perpetrators of child trafficking, including where there is no showing of force, threats, or coercion.	2015
Enforcement	Allow all children to enroll in primary and secondary school education and complete their schooling.	2015
	Provide sufficient funding and resources to allow agencies responsible for the enforcement of labor laws to fulfill their mission.	2015
	Authorize the labor inspectorate to assess penalties.	2015
	Ensure that investigators receive training related to the worst forms of child labor.	2015
Social Programs	Conduct research to determine whether any of the worst forms of child labor exist in Grenada.	2009 – 2015
	Expand existing social programs to increase assistance for students, in particular for adolescent girls in secondary school.	2015

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Guatemala

SIGNIFICANT ADVANCEMENT

In 2015, Guatemala made a significant advancement in efforts to eliminate the worst forms of child labor. The Government strengthened legal protections for children by increasing penalties for the human trafficking of minors in the Migration Law.

The Ministry of Labor and Social Security increased training for labor inspectors, published a labor inspection protocol, and began drafting the 2016–2018 Action Plan to Make Guatemala Free From the Worst Forms of Child Labor. The Departmental Commissions for the Eradication of Child Labor developed, and received training on, guidance, procedures, and a sustainability plan for members. The Government published national child labor data and launched a program to assist children engaged in garbage scavenging. However, children in Guatemala are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking. The labor inspectorate's lack of resources and inability to assess fines, coupled with inadequate judicial enforcement of court orders, limit the Government's capacity to combat the worst forms of child labor. Existing social programs are insufficient to reach all children engaged in exploitative labor and, in particular, do not target children working in domestic service or agriculture.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guatemala are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking.(1-5) Table 1 provides key indicators on children's work and education in Guatemala.

In April 2015, the Government of Guatemala published the 2014 National Survey of Employment and Earnings (ENEI), which included an analysis of child labor in the country. According to the 2014 ENEI, approximately 71 percent of child labor in Guatemala occurs among males and nearly 65 percent of all child labor is found in the agricultural sector.(1)

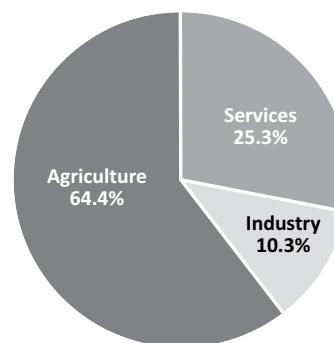
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	7-14 yrs.	10.6 (311,940)
Attending School (%)	7-14 yrs.	88.4
Combining Work and School (%)	7-14 yrs.	7.9
Primary Completion Rate (%)		86.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Empleo e Ingreso (ENEI) Survey, 2014.(7)

Figure 1. Working Children by Sector, Ages 7-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting and harvesting coffee, sugarcane, corn, beans,* and broccoli (8-12)
	Production of rubber* and timber* (8, 12)
	Harvesting palm kernels* and producing palm oil* (13)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Mining,† including silver mining*† (2, 14, 15)
	Construction, including as bricklayers* and mason helpers* (12, 14, 16)
	Production of garments,* activities unknown (2, 17)
	Manufacturing gravel (crushed stones)† and fireworks† (2, 4, 8, 12, 14, 15, 18)
Services	Domestic work† (4, 8, 12, 14)
	Street work,† including vending,† performing,*† begging,* and shoe shining† (2, 8, 12, 15, 19)
	Garbage scavenging*† and working in garbage dumps† (4, 8, 12, 14)
Categorical Worst Forms of Child Labor‡	Forced labor in agriculture, production of garments,* domestic work, garbage scavenging,* street begging,* and vending (2, 3, 8, 15, 17, 20)
	Use in the production of pornography* (2, 5, 21-24)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 5, 12, 15, 17, 20, 25)
	Use in illicit activities, including stealing* and transporting contraband as a result of criminal and gang recruitment* (4, 8, 12, 17, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined hazardous by national law or regulation as understood under Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Approximately 40 percent of Guatemalans belong to three ethnic groups representing more than 26 linguistic communities, among which the majority are indigenous.(26, 27) Government data indicate that 57.9 percent of working children in Guatemala are of indigenous heritage.(1) Indigenous Guatemalans, including children, are particularly vulnerable to labor trafficking and often travel to the Mexican border region of Guatemala to work, sometimes as a stop before migrating farther north.(3, 20, 28, 29)

In 2015, Guatemala, like Honduras and El Salvador, continued to be a principal source of the high numbers of unaccompanied children from Central America that were found migrating to the United States.(30-32) Such children often lack economic and educational opportunities and are vulnerable to the worst forms of child labor, including commercial sexual exploitation and recruitment by gangs into illicit activities such as committing homicides and drug trafficking.(33, 34) Gangs in Guatemala, including transnational criminal organizations, use children to commit illegal acts such as stealing and transporting contraband; gangs recruit near educational centers, and some of these children are reported to be victims of human trafficking.(4, 12, 17, 20) Children often emigrate to escape such violence and once en route, they are also vulnerable to human trafficking and commercial sexual exploitation.(25, 35, 36)

Reports indicate that children in Guatemala are victims of commercial sexual exploitation in the tourist areas of Antigua, Puerto Barrios, Rio Dulce, Lake Atitlan communities, Peten, and Guatemala City.(37)

In the last several decades, the Government has improved access to education for children, but many significant challenges still remain, particularly for children in rural areas and for girls.(12) Studies by the Ministry of Education and the Human Rights Ombudsman's Office indicate that girls have lower participation rates in elementary school than boys and that indigenous children receive less years of schooling than non-indigenous children.(5) In the Western Highlands, indigenous children only complete an average of 5.6 years of school. There are not enough qualified teachers throughout the country who can speak and teach in children's native languages, nor are sufficient classroom materials available in these languages.(38)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Guatemala has ratified all key international conventions concerning child labor (Table 3).



Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

Guatemala

SIGNIFICANT ADVANCEMENT

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 102 of the Constitution; Articles 31 and 150 of the Labor Code; Government Accord 112-2006 (39-41)
Minimum Age for Hazardous Work	Yes	18	Article 148 of the Labor Code; Article 1 of Government Accord 250-2006 (39, 42)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 4 of Ministerial Accord 154-2008 (43)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Articles 202 and 203 of the Penal Code; Article 50 of the Law of Integral Protection of Children and Adolescents; Articles 103 and 106–108 of the Migration Law (40, 44-48)
Prohibition of Child Trafficking	Yes		Articles 202 and 203 of the Penal Code; Article 50 of the Law of Integral Protection of Children and Adolescents; Article 108 of the Migration Law (44-48)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 36-42 of the Law against Sexual Violence, Exploitation, and Trafficking in Persons, No. 9-2009 (45)
Prohibition of Using Children in Illicit Activities	Yes		Article 27 of the Penal Code (44)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 57 of the Law of Integral Protection of Children and Adolescents (46)
Minimum Age for Voluntary Military Service	Yes	18	Article 57 of the Law of Integral Protection of Children and Adolescents (46)
Compulsory Education Age	Yes	15‡	Article 74 of the Constitution (2, 40, 49, 50)
Free Public Education	Yes		Article 74 of the Constitution; Article 1 of Government Agreement 226-2008 (40, 46, 51)

‡ Age calculated based on available information (2, 40, 49, 50)

Guatemala's Constitution establishes compulsory education for all children through grade 9. The Ministry of Education expects most children to enter first grade by age 7.(40, 50) Therefore, most children are required to be in school until age 15.

In November 2015, Congress enacted legislation modifying the Migration Law to broaden the definition of human trafficking and include more severe penalties for the human trafficking of minors.(47)

Although Articles 32 and 150 of the Labor Code allow the Ministry of Labor and Social Security (MTPS) to authorize children under age 14 to work under exceptional circumstances, including if the MTPS determines that children must work to support their family due to poverty, the law does not define the total number of hours, kinds of tasks, or age range applicable for this exception which is inconsistent with international standards on light work.(39) The President's Office and the MTPS have an agreement reiterating the Labor Code's prohibition of the employment of children under the age of 14 and committing the MTPS to grant exceptions only in very extraordinary cases and the MTPS did not approve any requests for exceptions during the reporting period.(2, 41)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security's (MTPS) Inspection Division (IGT)	Enforce child labor laws, including prohibitions on the worst forms of child labor, by inspecting businesses and responding to child labor complaints.(2) Refer children to government social services and complaints to the MTPS Adolescent Workers Protection Unit.(52-55) Establish deadlines for employers to remedy violations and refer unresolved cases to labor courts for review and sanctions, as appropriate.(14, 39)
Secretariat of Social Welfare and Departmental Social Welfare Offices	Lead government efforts to protect children and oversee the implementation of the Protocol for Identifying and Assisting Child and Adolescent Victims of Commercial Sexual Exploitation.(56) Departmental Social Welfare Offices coordinate services for children outside of Guatemala City.(54)
Secretariat Against Sexual Violence, Exploitation, and Trafficking in Persons (SVET)	Assist child victims of commercial sexual exploitation and forced labor. Receive cases involving human trafficking or forced labor from the IGT and refer them to the Public Ministry's Public Prosecutor's Office. (2) Provide trainings to law enforcement agencies and businesses on indicators of human trafficking and strategies for preventing the commercial sexual exploitation of children.(3)
National Civil Police	Maintain Trafficking in Persons and Forced Labor Unit located within the Special Investigation Police, and a hotline to receive reports of suspected child trafficking cases. Investigate cases of child trafficking.(15, 17, 36)
Public Ministry, Public Prosecutors' Office	Receive case referrals involving the worst forms of child labor from labor inspectors.(2) Investigate cases of human trafficking and forced labor through the Special Prosecutor's Office against Human Trafficking. Prosecute crimes against minors not involved in human trafficking through the Special Prosecutor's Office for Children.(2)
Human Rights Ombudsman	Receive complaints regarding child victims of human trafficking.(35)
Solicitor General's Office	Receive complaints regarding the exploitation of children. Initiate legal proceedings to protect children in cases of violation of criminal law and ensure the legal representation of children whose rights have been violated.(21, 35, 36) Maintain a Child Rescue Unit that assesses the risk of children whose rights have been violated, including making determinations on whether children should remain with family members and requesting appropriate protection measures.(21)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Guatemala took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$3,700,000 (15)	\$3,400,000 (2)
Number of Labor Inspectors	266 (15)	267 (2)
Number of Child Labor Dedicated Inspectors	20 (57)	12 (2)
Inspectorate Authorized to Assess Penalties	No (2)	No (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (15)	Yes (2)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (15)	Yes (2)
Number of Labor Inspections	30,552 (58)	18,286 (2)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	167 (2)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (15)	Yes (2)
■ Routine Inspections Targeted	Yes (15)	Yes (2)
Unannounced Inspections Permitted	Yes (15)	Yes (2)
Unannounced Inspections Conducted	No (15)	No (2)

Guatemala

SIGNIFICANT ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Complaint Mechanism Exists	Yes (15)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15)	Yes (2)

According to the ILO's recommendation of one inspector for every 15,000 workers in developing economies, Guatemala should employ roughly 313 inspectors in order to adequately enforce labor laws throughout the country.(59-61) In 2015, the Government of Guatemala suffered budget shortfalls and less than 4 percent of the MTPS's budget was allocated for carrying out labor inspections. Inspectors, especially outside of Guatemala City, lacked the necessary resources, such as vehicles and fuel, to carry out inspections; the Government also indicated that the inspectorate lacked up-to-date computers and Internet connections.(2, 4, 8, 15, 62-64)

Although labor inspectors may conduct unannounced inspections, the MTPS holds press conferences announcing the sectors it will target, after which these sectors undergo random inspections.(15) There are reports that question the quality of child labor inspections, particularly the scope and coverage across industries.(15) Although laws governing the minimum age for work and hazardous work apply in both the formal and informal sectors, labor inspectors rarely inspect informal workplaces where child labor violations are most likely to occur.(2) The MTPS increased training for labor inspectors on child labor, forced labor, and human trafficking and published a labor inspection protocol that standardizes training and procedures across the ministry, including specific procedures for cases of child labor and human trafficking.(2, 3, 64)

The MTPS cannot directly impose fines for labor law violations and must transfer cases of violations to the labor courts for their review and sanction, as appropriate. This leads to significant delays in penalizing employers for labor law violations. (15, 54, 65) Furthermore, the ILO has noted that the number of child labor violations forwarded to labor courts is inadequate given the size of the problem.(2, 66) In cases in which the courts impose sanctions, including remediation for labor violations, court orders are often not enforced.(67)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Guatemala took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (15)	Yes (2)
Number of Investigations	266 (15)	280 (3)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	62 (37)	62 (3)
Number of Convictions	20 (37)	17 (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (2)

In March 2015, the Human Rights Ombudsman published a report containing statistics on the number of human trafficking complaints received by the Human Rights Ombudsman and the Public Ministry in 2014.(2, 68) In April 2015, the National Civil Police hired 20 officers trained in cybercrimes, and the Public Prosecutors' Office of the Public Ministry provided training on investigating and gathering evidence of cybercrimes to its Special Prosecutor's Office against Human Trafficking. Subsequently, the Public Prosecutors' Office of the Public Ministry and the National Civil Police initiated the Government of Guatemala's first significant action to combat online child pornography by raiding two distribution centers of a child pornography ring in June 2015.(3) Although the Special Prosecutor's Office against Human Trafficking received three new vehicles and 10 additional assistant prosecutors in 2015, and some reports indicate the quality of investigations may be improving, law enforcement agencies still lack sufficient training and resources, including investigators and staff, to effectively enforce criminal laws related to the worst forms of child labor, particularly outside of Guatemala City.(2, 15, 21, 36) The Government has established specialized courts

to hear cases of human trafficking and gender-based violence, however prosecutors generally note that judges are often unable to schedule hearings and trials in a timely manner.(3)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Eradication of Child Labor (CONAPETI)	Coordinate government policies and efforts to combat child labor.(2) Led by the Vice President's Office and composed of several government ministries, including the MTPS and the Ministry of Social Development (MIDES), as well as representatives from industry associations and trade unions. (14, 69) In 2015, CONAPETI met six times, compared to twice in 2014, and its technical level secretariat continued to meet on a monthly basis.(2)
Departmental Commissions for the Eradication of Child Labor	Coordinate government efforts to combat child labor at the departmental or regional level. Composed of department-level representatives of CONAPETI member agencies as well as NGO and business representatives.(2, 15) Active in 14 of 22 departments. Replaced the Labor Ministry Executive Secretariats.(2) In 2015, held awareness-raising events for vulnerable populations in four departments; a series of workshops for members to develop a conceptual guide, attention protocol, and sustainability plan to advance efforts to eliminate child labor; and six follow-up trainings on implementing these new guidelines.(2) Also developed guidance to assist municipalities in collecting and analyzing data on child labor.(2)
Secretariat Against Sexual Violence, Exploitation, and Trafficking in Persons (SVET)	Coordinate all government efforts against human trafficking, including for commercial sexual exploitation of children and forced child labor. Operate under the auspices of the Vice President's Office.(35, 36) Establish and oversee networks in all departments that respond to human trafficking cases and provide support for victims.(37) In 2015, SVET provided human trafficking prevention training to 2,405 individuals, including 17 businesses and three government agencies.(3)
Inter-Institutional Commission Against Trafficking	Develop and manage initiatives to combat human trafficking. Coordinated by SVET and co-chaired by the Ministry of Foreign Affairs; include 28 government and civil society institutions.(21, 35, 36)

Although there have been improvements in interagency coordination, Guatemala continues to lack effective coordination among government institutions and civil society actors who provide services and protection to child victims of child labor.(4, 15, 21)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guatemala has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Roadmap toward the Elimination of Child Labor in Guatemala (2013–2015)	Aimed to eliminate the worst forms of child labor in Guatemala by 2015 and integrate child labor issues into anti-poverty, education, and health programs. Called for legal reform to remove exceptions to the minimum age in the Labor Code.(65)
Action Plan to Make Guatemala Free From the Worst Forms of Child Labor (2013–2015)	Specified actions for government agencies to implement the Roadmap toward the Elimination of Child Labor in Guatemala. Included three advisers in Guatemala City and one in each departmental capital.(15) In September 2015, the MTPS began drafting the 2016–2018 Action Plan to Make Guatemala Free From the Worst Forms of Child Labor.(2)
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Guatemala participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(70, 71) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(70, 72)
Intra-Institutional Coordination Protocol to Assist Child Laborers	Sets guidelines for MTPS inspectors to identify child laborers, remove children from the worst forms of child labor, and coordinate services for such children with other government agencies.(43)
Protocol for Providing Comprehensive Health Care to Children and Adolescents in the Worst Forms of Child Labor	Requires public health workers to enter information about any child whose injuries may have been labor related into a database. Implemented by the Ministry of Public Health and Social Assistance.(14, 73)

Guatemala

SIGNIFICANT ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and signed by Guatemala at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(74-76)
Urban Social Protection Strategy	Seeks to prevent children from engaging in street work and to increase training and employment opportunities for youth.(14)
Protocol for Identifying and Assisting Child and Adolescent Victims of Commercial Sexual Exploitation	Establishes procedural guidelines for government agencies and NGOs responsible for the protection and care of child and adolescent victims of commercial sexual exploitation. Overseen by the Secretariat of Social Welfare and Departmental Social Welfare Offices and implemented by SVET.(2, 56)
Public Policy on Human Trafficking and the Comprehensive Protection of Victims (2014–2024)	Includes a National Plan of Strategic Action that directs the Government's actions on preventing and combating human trafficking.(21) Replaces the Public Policy on Human Trafficking and the Comprehensive Protection of Victims (2007–2017). Plan includes the creation of SVET-run TIP shelters.(15, 37)
Central American Regional Coalition to Combat Human Trafficking	Aims to improve Government and civil society efforts to combat human trafficking in Central America. Includes the participation of civil society organizations and the national police and public prosecutor's offices in Central America.(21, 77) Includes the MOU Between El Salvador and Guatemala on Protecting Trafficking Victims and the Illicit Trafficking of Migrants, which establishes actions for the Governments of Guatemala and El Salvador to improve the protection of trafficking victims and reduce the trafficking of migrants along the Guatemala-El Salvador border. Includes a focus on improving services for children.(21, 78)
Alliance for Prosperity in the Northern Triangle	Aims to create economic growth, increase educational and vocational training opportunities for youth, and reduce violence in Honduras, Guatemala, and El Salvador, in part to reduce the number of unaccompanied minors who leave Guatemala and other Central American countries for the United States and who are vulnerable to human trafficking. Signed by the presidents of each country in 2014.(79-81)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration†	Aims to strengthen regional cooperation in order to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by Guatemala at the XX Regional Conference on Migration in Mexico City (November 2015).(82, 83) In 2015, Guatemala participated in two meetings with the Ad Hoc Group on Migrant Children and Adolescents of the Regional Conference on Migration to identify ways for member states to increase protections for underage migrants and refugees. These meetings promoted the exchange of information on migrant children's rights and experiences, guiding principles relating to migration, and the holistic protection of children and adolescents.(84)

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Guatemala funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Business Network for the Prevention and Elimination of Child Labor in Guatemala*	Program that aims to address child labor by fighting poverty and promoting education. Members include the ministries of Education and Agriculture, MTPS, CONAPETI, ILO, UNICEF, UN Food and Agriculture Organization, and representatives from the private sector.(85-87)
Over-Age Population Educational Program†	Office of Bilingual Education program for child workers ages 12 to 17. Offers an accelerated, two-year program that is equivalent to six years of education, designed for children who delayed entering school due to work.(58)
Chiquimula School*†	Ministry of Education program that assists children who were living and working in a landfill in Chiquimula. The school provided scholarships to 35 students in 2015 and is staffed with social workers who provide outreach to connect families living in the landfill to additional social services.(2)
I Don't Allow Sexual Exploitation of Children in Tourism†	SVET-administered national campaign against the commercial sexual exploitation of children in tourism. (3) Displays messaging in Spanish, English, and French in airports, hotels, and restaurants. Provides a code of conduct for businesses to sign and display; signed by 306 new businesses and 52 individuals in 2015.(3)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Human Trafficking Referral and Grant Funding†	Government program that provides funding for NGOs to provide shelter and services to child victims of human trafficking for commercial sexual exploitation.(37)
Conditional Cash Transfer Program (<i>Mi Bono Seguro</i>)†	MIDES program that provides cash assistance to families with school-age children, conditioned on children's school attendance.(14, 55, 88)
Food Assistance Program (<i>Mi Bolsa Segura</i>)†	MIDES program that provides food assistance to poor families, with the requirement that their children attend school.(55, 89, 90)
Zero Hunger Pact (<i>Pacto Hambre Cero</i>)†	Government programs to combat malnutrition, increase access to education, and reduce the economic vulnerability of approximately 701,000 families.(14, 57, 91)
Young Protagonists (<i>Jóvenes Protagonistas</i>)†	MIDES program that provides at-risk adolescents with training and formative activities outside of school hours.(88, 92, 93)
My First Employment (<i>Mi Primer Empleo</i>)†	MIDES program that places working-age youth in apprenticeship programs and grants them on-the-job training and a monthly stipend.(73, 88, 94)
Stay Training Center (<i>Quédate</i>)*†	Secretariat of Social Welfare and IOM funded program with support from local businesses, large corporations, and the municipality that provides psychosocial care and reintegration services to returned unaccompanied migrant children.(64, 95)

* Program was launched during the reporting period.

† Program is funded by the Government of Guatemala.

While the Government has implemented programs to assist children and families with conditional cash transfers, food assistance, and education services, research found no evidence of government programs specifically designed to assist children, especially those of indigenous descent, who perform hazardous work, including in agriculture and domestic service.(4)

Budget shortfalls limited the Government's ability to disburse allocated funding to existing social programs in 2015. As a result, by November 2015, the Ministry of Social Development only expended 40 percent of its allocated budget and its conditional cash transfer program (*Mi Bono Seguro*) often failed to reach families in the rural interior.(2) NGOs in the Human Trafficking Referral and Grant Funding program did not receive government funding during the second half of the year and government-run shelters for vulnerable children, including child trafficking victims, also lacked sufficient translators for children who speak roughly two dozen Mayan languages, causing additional difficulties in service provision.(2, 17)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guatemala (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits all children under 14 from working, or establish a light work framework for children 12 to 14 outlining restrictions on working conditions, type of work, and number of hours of work.	2010 – 2015
Enforcement	Hire a sufficient number of labor inspectors to effectively enforce laws related to child labor.	2015
	Eliminate significant delays in the process for penalizing labor law violators, including in cases of child labor, by authorizing the MTPS legislatively to assess penalties for labor law violations. At a minimum, enact legislation to allow the MTPS to recommend sanctions to the labor courts and expedite the process for the judiciary to adopt such recommendations, issue fines, and order and enforce remediation of labor law violations.	2014 – 2015
	Make publicly available the number of labor inspections conducted at worksites and by desk review, the number of child labor violations found and for which penalties were imposed and collected, and whether the underlying violations have been remedied.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase resources for the labor inspectorate, including vehicles and fuel for inspections, particularly outside of Guatemala City.	2009 – 2015
	Strengthen the inspection system by conducting unannounced inspections across all industries, particularly in the agriculture sector and in the informal sector.	2015
	Apply penalties to violators of child labor laws.	2014 – 2015
	Make information publicly available on the number of complaints received involving child victims of trafficking and the number of investigations, violations found, prosecutions initiated, and convictions.	2014 – 2015
	Dedicate more resources, staff, and training to law enforcement agencies, particularly outside the capital, responsible for enforcing criminal laws related to the worst forms of child labor.	2013 – 2015
Coordination	Strengthen coordination efforts to institutionalize relationships between civil society representatives and government agencies that provide services to child victims of child labor.	2013 – 2015
Social Programs	Strengthen access to education for girls and children in rural and indigenous areas, including by recruiting and training more teachers to provide instruction in indigenous languages.	2015
	Initiate social programs to address child labor, especially with a focus on indigenous children, in agriculture, domestic work, and for children who perform other types of hazardous work.	2009 – 2015
	Ensure existing social programs receive all allocated funding, have adequate geographical coverage to reach families living in both urban and rural areas, and are staffed with service providers able to assist children in their native languages.	2013 – 2015

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- index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, “developed economies” equate to the ILO’s classification of “industrial market economies; “economies in transition” to “transition economies,” “developing countries” to “industrializing economies, and “the least developed countries” equates to “less developed countries.” For countries that appear on both “developing countries” and “least developed countries” lists, they will be considered “least developed countries” for the purpose of calculating a “sufficient number” of labor inspectors.
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In 2015, Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted a national action plan to address human trafficking and funded and participated in multiple programs that may contribute to the prevention or elimination of child labor. However, children in Guinea are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in mining. The Government lacks a coordinating mechanism and national policy to address all relevant worst forms of child labor. In addition, the Government does not adequately enforce child labor laws or implement social programs to address the extent of the problem. In 2015, the Government continued to focus its activities and limited resources on addressing an outbreak of Ebola Virus Disease.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guinea are engaged in child labor, including in agriculture.(1-4) Children are also engaged in the worst forms of child labor, including in mining.(2, 3, 5, 6) According to the National Survey on Child Labor and Trafficking (2010), more than 40 percent of children ages 5 to 17 were engaged in child labor in Guinea. In addition, more than 76 percent of working children ages 5 to 11 and 88 percent of working children ages 12 to 15 were performing hazardous work.(2) The survey also revealed that incidents of child labor were higher in rural areas than in urban areas.(2, 5) Table 1 provides key indicators on children's work and education in Guinea.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	32.3 (1,152,064)
Attending School (%)	5-14 yrs.	49.6
Combining Work and School (%)	7-14 yrs.	19.2
Primary Completion Rate (%)		49.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Demographic and Health Survey (DHS), 2012.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, clearing land,* and carrying heavy loads* in the production of cashews, cocoa, and coffee (2, 4, 9-12)
	Harvesting lumber,* peanuts,* coconuts,* and cotton* (10, 13)
	Herding livestock* (2, 10)
	Capturing and processing fish* (2, 3, 5, 12, 14)
Industry	Quarrying† sand* (10)
	Mining† gold and diamonds (2, 3, 6, 10, 12, 14-16)
	Manufacturing,* activities unknown (2, 4, 5)
	Construction,†* including cement making* and carrying materials* (2, 3, 5, 17, 18)
Services	Street work, including as market vendors, beggars, petty traders,* shoe shiners,* and porters in the transportation sector (2-5, 12, 14, 16, 19-23)
	Working in restaurants and informal cottage industries,* including as waitresses (2, 4, 24)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work (2-4, 12, 20, 25-27)
	Collecting scrap metal* and waste* (13)
Categorical Worst Forms of Child Labor†	Forced labor as market vendors and in domestic work, mining, herding,* fishing,* and farming, each sometimes as a result of human trafficking* (2, 5, 6, 12, 27)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (6, 12)
	Forced begging by Koranic teachers (3, 6, 14, 16, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are sent to the coastal region of Boke for forced labor on farms and to Senegal for education in Koranic schools, in which some may be forced to beg.(6, 28) Some Guinean boys and girls are subjected to forced labor in gold mining, including in Senegal and Mali. Girls may be trafficked into domestic work and commercial sexual exploitation in various countries in West Africa, the Middle East, and the United States, while boys may be trafficked for prostitution to the Netherlands.(2, 6, 12, 28)

In Guinea, it is a traditional practice to send children to Koranic teachers to receive an education; however, some Koranic teachers (*marabouts*) force their students (*talibés*) to beg; the students must then surrender the money they have earned to their teachers.(6, 12, 14, 16, 29, 30) In addition, through the system of *confiage*, parents who are unable to care for their children send them to relatives or strangers who are expected to provide food, shelter, and schooling in exchange for the children performing housework. In practice, some of these children receive care and an education, while many become domestic workers and are victims of labor exploitation and abuse.(2, 3, 12, 20)




Although the Constitution guarantees free compulsory primary education, in practice, this provision is not enforced effectively because many children do not attend school. The causes are a lack of school infrastructure; cost of school fees, uniforms, and supplies; a shortage of teachers; election closures; and reported school violence, all of which impede access to education, which may increase the vulnerability of children to the worst forms of child labor.(2, 4, 10, 12, 14, 28) The Government does not prohibit discrimination in education or make efforts to support children with disabilities in regular schools.(4) In addition, many children in Guinea are not registered at birth, which may impede their access to services such as education.(4, 24, 27, 28).

The Ebola Virus Disease outbreak, which continued in Guinea throughout 2015, had a detrimental effect on the country's economy and social structure, hindering Government efforts to combat the worst forms of child labor, including child trafficking.(31)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Guinea has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 137.5 of the Labor Code; Article 412 of the Child Code (32, 33)
Minimum Age for Hazardous Work	Yes	18	Articles 2–4 of Order 2791 Working Conditions for Employees Aged Under 18 Years; Article 137.4 of the Labor Code (17, 33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 415–418 of the Child Code; Articles 2 and 4 of Order 2791 Working Conditions for Employees Aged Under 18 Years; Article 135 of the Mining Code; Article 137.6 of the Labor Code (17, 32–34)
Prohibition of Forced Labor	Yes		Articles 326–330, 338 and 339, 377, 385–396, and 401 and 402 of the Penal Code; Articles 4 and 137.6 of the Labor Code; Articles 356–360, 385, and 397–399 of the Child Code (32, 33, 35)
Prohibition of Child Trafficking	Yes		Articles 326–330, 377, and 385–396 of the Penal Code; Articles 356–360 and 385 of the Child Code (32, 35)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 329 and 331 of the Penal Code; Articles 356–360 of the Child Code (32, 35)
Prohibition of Using Children in Illicit Activities	Yes		Article 137.6 of the Labor Code; Article 383 of the Child Code (32, 33)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 429 of the Child Code (32)
Compulsory Education Age	Yes	16	Article 6, Title 1 of Education Decree 97/196-/PRG/SGG (36)
Free Public Education	Yes		Articles 23 of the Constitution (37)

* No conscription.(38)

Guinean law is not completely consistent with international standards regarding child labor. The law contains prohibitions against minors performing work that is dangerous or harmful to their physical or moral health.(17, 33) However, the types of hazardous work prohibited for children do not cover agriculture, an area that shows evidence of work in unhealthy environments that expose children to hazardous substances and dangerous equipment.(2, 12) A more specific list of hazardous child labor activities in all relevant sectors was developed, but it was not approved during the reporting period.(14, 16) In addition, although Article 2.6 of Order 2791 prohibits children under age 18 from working in mines and quarries, Article 135 of the Mining Code allows children between ages 16 and 18 to work in mines and quarries as assistants, leaving the possibility for children to work in hazardous activities.(34)

The law allows children between ages 12 and 14 to perform light work in sectors such as domestic work and agriculture.(17, 32) However, the law does not prescribe the number of hours per week for light work, nor specify the conditions in which light work may be undertaken, as defined by international standards on child labor.(25) The minimum age protections under the law do not apply to children in unpaid or non-contractual work.(25, 27, 33) In 2012, the Government drafted an anti-trafficking law, with assistance from UNDP; however, this law has not been finalized by the Ministry of Justice for submission to the National Assembly for approval.(31)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Guinea

MINIMAL ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL) Labor Inspection Service	Enforce labor laws and investigates Labor Code infractions, including those on child labor, in the formal sector. Provides advice to workers and employers and conducts studies and research on social issues on the request of MOL.(4, 5, 39) MOL also chairs the Child Labor Monitoring and Surveillance System, which includes the National Coordination Unit in the National Directorate of Employment and various prefectural committees.(25)
Office for the Protection of Gender, Children, and Morals (OPROGEM) Special Police Unit	Enforce laws related to the protection of minors, including the worst forms of child labor.(4, 6) Serves as a member of the National Committee to Fight Against Trafficking in Persons (CNLTP).(4, 6, 13)
Ministry for Social Action, Promotion of Women and Children (MASPFE)	Provide protection and social services for victims of child labor and human trafficking.(12) In 2015, conducted raising awareness campaigns on child labor in mining.(40, 41)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Guinea did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (16)	Unknown
Number of Labor Inspectors	53 (16)	53 (14)
Inspectorate Authorized to Assess Penalties	No (16)	No (14)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (16)	No (14)
■ Training on New Laws Related to Child Labor	No (16)	N/A
■ Refresher Courses Provided	No (16)	No (14)
Number of Labor Inspections	0 (16)	0 (14)
■ Number Conducted at Worksite	N/A	N/A (14)
■ Number Conducted by Desk Reviews	N/A	N/A (14)
Number of Child Labor Violations Found	0	0 (14)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (16)	0 (14)
■ Number of Penalties Imposed That Were Collected	N/A (16)	N/A (14)
Routine Inspections Conducted	No (16)	No (14)
■ Routine Inspections Targeted	No (16)	No (14)
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	No (16)	No (14)
Complaint Mechanism Exists	Unknown	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	No (14)

In 2015, the Ministry of Labor (MOL) had 20 inspectors in Conakry and one inspector in each of the country's 33 regional offices.(14) According to the ILO recommendation of one inspector for every 40,000 workers in less developed economies, the Government of Guinea should employ about 131 inspectors to adequately enforce labor laws throughout the country.(14, 42-44) Reports indicate a lack of trained staff, equipment, transportation, and funding to conduct child labor inspections and legal proceedings.(3, 6, 14, 16)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Guinea took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	Unknown

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Investigations	Unknown	2 (14, 45)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	0 (14)
Number of Convictions	Unknown	0 (14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (16)	Yes (14)

In 2015, the Office for the Protection of Gender, Children, and Morals (OPROGEM) had 23 agents in Conakry and one in each of the country's 33 regional offices.(14, 16) OPROGEM remained understaffed, underfunded, and without adequate office supplies, transportation, and fuel to enforce laws related to the worst forms of child labor effectively.(3, 6, 14, 16) The budget for the Ministry for Social Action, Promotion of Women and Children, decreased from \$13 million in 2014 to \$9 million in 2015 as a result of the Ebola epidemic.(14)

Two NGOs conducted training for government officials in charge of enforcing child trafficking laws, including victims' rights.(31) However, corruption in law enforcement agencies and the judiciary impeded government efforts to combat the worst forms of child labor.(4, 6, 14)

While a referral mechanism exists between criminal law enforcement agencies and social welfare services, the social services available to victims were not adequate to meet the needs.(14, 16) The Government relied on NGOs to provide shelter and other basic services to victims.(31)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism on human trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee to Fight Against Trafficking in Persons (CNLTP)	Coordinate anti-human-trafficking efforts, including for children. Led by the MASPFE, includes representatives from the Ministry of Justice, the Ministry of Security OPROGEM, MOL and other agencies, the police, NGOs, and other stakeholders involved in human trafficking issues.(6, 12, 13) In September, the CNLTP collaborated with the International IOM on a 3-day workshop to improve its capacity, including its National Action Plan to counter TIP.(31) CNLTPE officials attended EU- and State Department-funded anti-trafficking workshops in Nigeria, Guinea, and Morocco.(31)
Committee for Monitoring, Protection, and Defense of the Rights of the Child	Implement, coordinate, and monitor Government efforts on child protection.(16, 28)

During the reporting period, the National Committee to Fight Against Trafficking in Persons (CNLTP) met to develop the National Plan of Action to Fight Against Trafficking in Persons and work on human trafficking cases.(45) However, the effectiveness of the CNLTP was hampered by budget constraints.(31)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guinea has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
A World Fit for Children (2002–2015)	Sets mandatory procedures for government institutions to assist children by increasing their access to quality education; protecting children against child labor, exploitation, and violence; and combating HIV/AIDS.(46)
Education Sector Program (2015–2017)*	Addresses the welfare of children, which includes initiatives on health, education, legal protection, and access to clean water. Overseen by the MOE and implemented in partnership with UNICEF and the World Bank.(47, 48)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
PRSP (2013–2015)*	Provides a framework for Guinea's growth and poverty reduction agenda. Aims to improve access to education and its quality and increase food security, employment opportunities for youth, and protection for women, children, and vulnerable groups and provide programs to assist them.(49)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The Government of Guinea produced a National Plan of Action to Fight Against Trafficking in Persons, but was unable to implement the Plan or renew its 2005 anti-trafficking agreement with the Government of Mali.(31) Research found no evidence of a policy on other worst forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Guinea funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Plan Guinea-Conakry Program	Attempts to change the attitudes and behaviors that are preventing children from realizing their rights. Strengthens the capacity of key actors to respect children's rights in the areas of education, survival, and protection.(20)
WFP Country Program-Guinea (2013–2017)	WFP-funded, 4-year program, improves elementary school attendance and promotes education for girls. Aims to assist 437,000 beneficiaries for 5 years.(50) Implemented in partnership with the Ministry of Cooperation.(29, 50, 51)
Center in Ratoma, Conakry†	Government program, helps vulnerable children reintegrate into society.(13)

† Program is funded by the Government of Guinea.

Although the Government of Guinea has implemented programs in children's rights and education, research found no evidence that it has carried out programs specifically designed to assist children in agriculture, domestic work, mining, and street work.(12)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guinea (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the types of work that children perform in Guinea that fall into an R.190 category are prohibited to children under age 18.	2014 – 2015
	Ensure that all children are prohibited from participating in hazardous mining.	2010 – 2015
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015
Legal Framework	Ensure that the minimum age provisions apply to children in unpaid or non-contractual work.	2009 – 2015
Enforcement	Increase the resources, training, and number of criminal law enforcement officials and labor inspectors to adequately enforce child labor laws.	2009 – 2015
	Collect and make publicly available complete information on labor inspectorate funding, whether unannounced inspections are permitted, training for criminal investigators, and the number of criminal violations related to the worst forms of child labor.	2011 – 2015
	Ensure the labor inspectorate has authority to determine and assess penalties.	2015
Enforcement	Address corruption in law enforcement agencies and the judiciary that impedes efforts to combat the worst forms of child labor.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2010 – 2015
	Ensure that the CNLTP receives adequate funding to fulfill its mission.	2010 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Program and PRSP.	2010 – 2015
	Adopt a policy that addresses all relevant worst forms of child labor.	2014 – 2015
Social Programs	Increase access to education by taking the following actions: <ul style="list-style-type: none"> ■ Increase school infrastructure and teacher availability; ■ Eliminate school-related fees; ■ Ensure school administrators and teachers allow children without birth certificates to attend school; ■ Make regular schools accessible to children with disabilities; and ■ Take measures to prevent discrimination in education and ensure the safety of children in schools. 	2010 – 2015
	Institute programs to address the worst forms of child labor, including in agriculture, domestic work, mining, and street work.	2010 – 2015
	Ensure that social services are properly funded and adequate to meet the needs of victims of the worst forms of child labor.	2010 – 2015
	Conduct research to determine the activities carried out by children in manufacturing to inform policies and programs.	2013 – 2015

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In 2015, Guinea-Bissau made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government began investigating a potential case of child trafficking and eliminated school registration fees. However, children in Guinea-Bissau are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in forced begging. The Government has not determined the types of hazardous work prohibited for children. Law enforcement officials do not receive the appropriate training and resources to effectively conduct inspections or investigate and prosecute cases of child labor. In addition, the Government did not make any efforts to implement the National Action Plan on Trafficking.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guinea-Bissau are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in forced begging.(1-6) Research did not find information on whether the full results of the national child labor survey conducted by the Ministry of Civil Service and Labor have been published.(7) However, in February 2015, the Government announced the survey had revealed that 39 percent of children ages 5 to 17 are engaged in child labor; with a high prevalence of child labor in the Cacheu region in the north.(8) Table 1 provides key indicators on children's work and education in Guinea-Bissau.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	47.3 (219,734)
Attending School (%)	5-14 yrs.	56.9
Combining Work and School (%)	7-14 yrs.	34.6
Primary Completion Rate (%)		62.2

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including the production of cashews* (1, 4, 6, 11)
	Fishing,* activities unknown (1, 2)
Industry	Mining* (1)
Services	Domestic work* (2, 6)
	Street work, including car washing and shoe shining* (2)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking*(3, 6)
	Forced labor in domestic and street work, including begging, each sometimes as a result of human trafficking* (5, 6)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In Guinea-Bissau, organized networks of former male trafficking victims affiliated with Koranic schools traffic boys to Guinea, Mali, and Senegal, where they are forced to beg for money.(2, 5) Boys are also forced to beg in Guinea-Bissau.(5) It is tradition for

Guinea-Bissau

MINIMAL ADVANCEMENT

parents to send their children to be educated by Koranic teachers, called *marabouts*. Although many teachers carry out the intended tradition of providing religious education, some instead force the students, known as *talibés*, to beg on the streets for money and food, and to then surrender their earnings to their teachers.(2) Teachers who force *talibés* to beg typically set a daily quota; if the students do not meet the quota, they may be beaten. Most *talibés* originate from the predominantly Muslim areas of Bafatá and Gabú in the east of the country.(2) Research found that politicians in Guinea-Bissau do not confront Koranic teachers for trafficking boys because of the teachers' influence on the Muslim electorate.(12)

Boys are forced to work in street vending in Guinea-Bissau; they are trafficked for forced labor in agriculture, mining, and street vending in Senegal, particularly in the southern cities of Kolda and Ziguinchor.(5, 12) Girls are subjected to forced labor in street vending and domestic work in Guinea and Senegal. Some girls may also be subjected to commercial sexual exploitation in these countries.(5) Research found limited evidence that European tourists traffic boys and girls for sexual exploitation on islands in the Bijagos Archipelago.(7)




Although the Government eliminated school registration fees for the 2014–2015 school year, hidden fees may still exist.(13, 14) Lack of birth registration can result in denial of education; however, authorities generally waive the birth certificate requirement for primary school enrollment.(6) Some children left school to work with their families in the 3-to-4-months long annual cashew harvest.(6, 15, 16)

In October 2015, a new Government was established, overthrowing the one elected in 2014; this may impact the Government's ability to address the worst forms of child labor.(17)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Guinea-Bissau has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 146 of the General Labor Law (18)
Minimum Age for Hazardous Work	Yes	18	Article 148 of the General Labor Law (18)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Articles 2, 4, and 15 of the Law to Prevent and Combat Human Trafficking; Article 106 of the Penal Code; Child Code (19, 20)
Prohibition of Child Trafficking	Yes		Articles 2, 4, and 15 of the Law to Prevent and Combat Human Trafficking; Child Code (5, 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 3–5 of the Law to Prevent and Combat Human Trafficking; Articles 134 and 136 of the Penal Code (19, 20)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Articles 3 and 7 of the Decree on Narcotic Substances (21)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law No. 3/80 and Decree No. 20/83 (22)
Minimum Age for Voluntary Military Service	Yes	17	Article 31 of Law No. 4/99 (23)
Compulsory Education Age	Yes	15	Articles 12 and 13 of the Education System Law (24)
Free Public Education	Yes		Article 12(2) of the Education System Law (24)

The law's minimum age protections do not apply to children who are self-employed and children in domestic work.(18, 25)

The General Labor Law prohibits children under age 18 from conducting heavy work, work in unhealthy or dangerous conditions, and underground work; it also states that complementary legislation will further specify prohibited occupations or activities.(18) However, the Government has not determined by national law or regulation the types of hazardous work prohibited for children.

Laws regarding the commercial sexual exploitation of children are not sufficient, as the possession and distribution of child pornography are not criminally prohibited.(19, 20)

The Education System Law states that basic education is compulsory and lasts 9 years; however, it only makes basic education free through grade six.(24) The Government's failure to provide for complete, free, basic education may increase the risk of children becoming involved in the worst forms of child labor.

Research did not uncover a public version of the Child Code, Law No. 3/80, Decree No. 20/83, and Law No. 4/99 for review.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Inspectorate General of Labor and Social Security	Monitor compliance with the provisions of the labor law, including child labor.(22)
Ministry of Interior's Public Order Police and National Guard; Ministry of Justice's Judicial Police	Conduct child labor prevention and enforcement, including preventing human traffickers from entering or exiting the country with children.(2, 4, 26)
Ministry of Justice and Ministry of Civil Service and Labor	Enforce child labor legislation in collaboration with the National Institute for Women and Children (INMC).(2)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Guinea-Bissau did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (11)	Unknown (17)
Number of Labor Inspectors	Unknown (11)	16 (17)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown

Guinea-Bissau

MINIMAL ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (17)
■ Training on New Laws Related to Child Labor	Unknown	N/A (17)
■ Refresher Courses Provided	Unknown	No (17)
Number of Labor Inspections	Unknown (11)	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (11)	0 (17)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Unknown (11)	Unknown
■ Routine Inspections Targeted	Unknown (11)	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown (4)	Unknown

In 2015, the Government reported that the number of labor inspectors employed was insufficient. The Government also did not have the necessary resources to conduct proper labor inspections.(17)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Guinea-Bissau took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	No (17)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A (17)
■ Refresher Courses Provided	Unknown	No (17)
Number of Investigations	Unknown (11)	1 (5)
Number of Violations Found	Unknown	Unknown (17)
Number of Prosecutions Initiated	Unknown (11)	0 (17)
Number of Convictions	Unknown (11)	0 (17)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (4)	Unknown

During the reporting period, the National Guard intercepted 22 children at the Senegalese border.(16, 27) Research did not find information on whether the children were referred to social service providers. In March 2015, the Judicial Police began investigating a potential case of child trafficking for labor exploitation.(5)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
The Inter-Ministerial Steering Committee on Trafficking	Coordinate government efforts to combat human trafficking. Led by INMC and includes representatives from various NGOs and from the Ministries of Interior, Justice, Health, Education, and Transportation.(26) Did not meet in 2015.(27)
National Institute for Women and Children (INMC)	Coordinate and monitor NGOs and activities of other rehabilitation partners to defend and protect children.(2)
Ministry of Civil Service and Labor	Implement and coordinate actions to combat child labor in Guinea-Bissau.(3)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guinea-Bissau has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on Trafficking	Aims to guide implementation of the Law to Prevent and Combat Human Trafficking.(5)
UNDAF (2013–2017)	Strengthens the Government's capacity to ensure respect, promotion, and protection of social rights. Aims to assist in the implementation of a national action plan against child labor within the framework of the Decent Work Country Program.(28)
EFA Action Plan (2000–2015)*	Facilitated interagency coordination to ensure universal access to free and compulsory education.(3, 29)
Political Letter for Educational Sector (2010–2020)*	Outlines actions to be developed for preschool, primary, and secondary school; technical and professional training; and university studies.(3)
National Strategy for Social Protection of Children	Guides the Government and national and international partners so they can adequately focus on providing social protection for vulnerable children, including orphans; HIV-positive children; working children; and children who have been exploited or trafficked for financial gain.(3)
National Action Plan for Birth Registration*	Provides free birth registration to children.(13) The Ministry of Justice partners with civil society organizations implement mobile birth registration units in rural and urban areas.(30)
National Strategy for Poverty Reduction (2011–2015)	Sought to reduce poverty from 69.3 percent in 2010 to 59 percent by 2015, and extreme poverty from 33 percent in 2010 to 20 percent by 2015, by improving access to basic services and generating income and employment opportunities. Strengthened government coordination and mechanisms to protect at-risk children, including those engaged in child labor.(31)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The Government did not implement the National Action Plan on Trafficking during the reporting period.(5, 7)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Guinea-Bissau participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
UNICEF Country Program	UNICEF-funded program in collaboration with the Government to prevent and combat child trafficking in the most disadvantaged communities through social safety nets, education, and other social protection mechanisms.(30)
Decent Work Country Program (2012–2015)	Targets the expansion of the social protection system, particularly for women in the informal economy and child victims of the worst forms of child labor. Specific objectives include adopting a national action plan against child labor and publishing results from the national survey on child labor.(15)
Friends of the Child (<i>Amigos da Criança</i>) Transit Shelter†	Government and donor-funded program implemented by an NGO that provides social services to victims of human trafficking through two shelters.(5, 16) Received approximately \$9,280 from the Government in 2015; however, facilities lacked the financial and human resources needed to adequately assist victims.(5)
School Lunch Program	Government, WFP, and U.S. Department of Agriculture-funded program implemented by International Partnership for Human Development that provides school lunches to more than 200,000 children.(11)

† Program is funded by the Government of Guinea-Bissau.

Although Guinea-Bissau has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guinea-Bissau (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children who are self-employed and in domestic work.	2015
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2015
	Ensure that the legal framework provides penalties for possessing and distributing child pornography.	2013 – 2015
	Ensure that all 9 years of basic education are free.	2015
	Make publicly available the Child Code, Law No. 3/80, Decree No. 20/83, and Law No. 4/99.	2014 – 2015
Enforcement	Make law enforcement data publicly available, including information on the labor inspectorate's funding; the inspectorate's ability to assess penalties; number and type of labor inspections conducted, and complaint mechanism; as well as the number of violations found during criminal investigations; and referral mechanisms between labor and law enforcement agencies and social service providers.	2009 – 2015
	Ensure that a sufficient number of law enforcement officials receive proper training and resources in order to inspect, investigate, and prosecute cases of child labor.	2009 – 2015
Coordination	Ensure that the Inter-Ministerial Steering Committee on Trafficking meets regularly in order to coordinate efforts to combat human trafficking.	2014 – 2015
Government Policies	Increase free birth registration for all children to encourage higher primary and secondary school enrollment.	2014 – 2015
	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
	Ensure implementation of the National Action Plan on Trafficking.	2014 – 2015
Social Programs	Publish the complete results of the national child labor survey.	2013 – 2015
	Develop social programs to ensure that informal fees do not hinder access to education.	2011 – 2015
	Increase funding for transit shelters to ensure that facilities have adequate resources to assist child trafficking victims.	2015
	Expand existing programs to address the scope of the child labor problem.	2009 – 2015

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In 2015, Guyana made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government released findings from the 2011 Child Labor Rapid Assessment Survey and achieved its first child trafficking conviction. However, children in Guyana continue to engage in the worst forms of child labor, including in mining and commercial sexual exploitation, sometimes as a result of human trafficking. Law enforcement agencies have insufficient funding and capacity to enforce laws related to child labor, including its worst forms, and legislation does not fully protect children. Moreover, the Government does not have a comprehensive policy to combat child labor or targeted social programs to fully address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Guyana are engaged in the worst forms of child labor, including in mining and commercial sexual exploitation, sometimes as a result of human trafficking. (1-12) Table 1 provides key indicators on children's work and education in Guyana.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	23.0 (44,787)
Attending School (%)	5-14 yrs.	94.5
Combining Work and School (%)	7-14 yrs.	23.2
Primary Completion Rate (%)		84.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2015. (13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006–2007. (14)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including the production of rice* (2-4, 7-10, 12, 15-18)
	Forestry,* including logging,*† preservation of lumber,* and work in sawmills*† (2-4, 7-10, 16)
	Fishing,† activities unknown (3, 4, 10, 15)
Industry	Construction,*† activities unknown (3, 10)
	Mining,† including gold mining*† (1-4, 7-10, 15, 16, 19-21)
Services	Domestic work* (3, 10, 12)
	Working in scrap iron yards* (12)
	Working in family stores, bars and restaurants (3, 10, 12, 22)
	Street work, including vending and begging (3, 9, 10, 12, 17, 18)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking* (1-12, 16-18, 23)
	Planting marijuana* (12)
	Domestic servitude* (10, 11)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children in Guyana, including girls as young as age 12, are involved in commercial sexual exploitation in Georgetown and in the country's interior. There are reports of young girls being subjected to commercial sexual exploitation in mining communities as a result of human trafficking.(5-7, 11, 12) In 2011, with assistance from the ILO, the Government conducted a Child Labor Rapid Assessment Survey to better understand the nature of child labor in the country.(24) In October 2015, the Ministry of Social Protection released the findings of the survey, which found that many children work on farms, sell produce in the streets, and are subjected to commercial sexual exploitation.(9, 17, 18)

The 2011 Child Labor Rapid Assessment Survey indicated that 40 percent of working children ages 5 to 15 did not attend school.(12) Although the Constitution of Guyana guarantees free education, some primary schools continue to charge fees and have even attempted to prevent children who cannot pay from attending school.(25) In efforts to address this problem, the Ministry of Education has publicized guidance advising parents and educators that only the Parent Teacher Association has the authority to approve and collect fees from parents, and that no child may be excluded from school for non-payment.(25) Additionally, children in Guyana's interior and rural areas have limited access to education due to poor infrastructure, transportation costs, and a shortage of trained and qualified teachers. This leads to decreasing enrollment and high dropout rates among students.(12, 26)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Guyana has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Articles 2–3 of the Employment of Young Persons and Children Act; Articles 17–22 of the Education Act (1, 27, 28)
Minimum Age for Hazardous Work	Yes	18	Part 1, Article 2 and Part 2, Article 3 of the Employment of Young Persons and Children Act; Articles 17, 41, 46, and 75 of the Occupational Safety and Health Act (27, 29)
Prohibition of Hazardous Occupations or Activities for Children	Yes		List of Hazardous Occupation and Processes in Guyana; Part 1, Article 2 of the Employment of Young Persons and Children Act; Articles 17, 41, and 75 of the Occupational Safety and Health Act (15, 30-32)
Prohibition of Forced Labor	Yes		Article 40 of the Constitution; Article 3 of the Combatting of Trafficking in Persons Act (33, 34)
Prohibition of Child Trafficking	Yes		Article 3 of the Combatting of Trafficking in Persons Act (34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 50(3) of the Protection of Children Act (35)
Prohibition of Using Children in Illicit Activities	Yes		Article 50(1) of the Protection of Children Act (35)
Minimum Age for Compulsory Military Recruitment	N/A*		

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Yes	18	Article 18 of the Defense Act (36, 37)
Compulsory Education Age	Yes	15	Articles 13 and 22 of the Education Act (28)
Free Public Education	Yes		Article 27 of the Constitution (33)

* No conscription (8, 38)

Although the Employment of Young Persons and Children Act prohibits night work in industrial undertakings, and hazardous work for anyone under age 18, the law does not fully protect adolescents ages 16 and 17 from engaging in hazardous work. Part 1, Article 2 of the Employment of Young Persons and Children Act only prohibits night work for minors employed in industry and provides an exception allowing adolescents ages 16 and over to perform certain work requiring continuity through day and night, including gold mining reduction work and the production of iron, steel, glass, paper, and raw sugar, without provisions to ensure that their health, safety, and morals are fully protected or that they receive specific instruction or training in these activities.(27)

While Article 351 of the Criminal Law Offences Act prohibits the selling, publishing, and exhibiting of obscene material, Guyanese law does not sufficiently prohibit the commercial sexual exploitation of children, as laws related to prostitution, pornography, and pornographic performances do not prohibit the use, procuring, and offering of a child for each of these purposes.(3, 16, 34, 39, 40)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Social Protection	Monitor and enforce child labor laws in collaboration with the Ministry of Education; Forestry Commission; Geology and Mines Commission; National Insurance Scheme; and Guyana Police Force. The chief labor officer handles special investigations stemming from child labor complaints and oversees routine labor inspections.(9, 16) Includes the Childcare and Protection Agency, to which children identified during labor inspections are referred.(9)
Guyana Police Force	Enforce criminal laws related to the worst forms of child labor, including human trafficking, commercial sexual exploitation, and the use of children in illicit activities. Works in consultation with the Director of Public Prosecutions; the Ministry of Public Security; the Ministry of Social Protection; the Ministry of Education; and the Ministry of Indigenous Peoples' Affairs, depending on the circumstances of each case.(9)
Ministry of Public Security	Lead enforcement of human trafficking laws. Chair the Ministerial Task Force on Combating Trafficking in Persons.(9)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Guyana took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (16)	Unknown (9)
Number of Labor Inspectors	18 (16)	18 (9)
Number of Child Labor Dedicated Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Yes (9)	Yes (9)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (9)
Number of Labor Inspections	597 (16)	892 (9)
■ Number Conducted at Worksite	597 (16)	892 (9)
■ Number Conducted by Desk Reviews	Unknown	Unknown

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Child Labor Violations Found	Unknown	0 (9)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (16)	N/A
■ Number of Penalties Imposed That Were Collected	N/A (16)	N/A
Routine Inspections Conducted	Unknown	Yes (9)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (9)	Yes (9)
Unannounced Inspections Conducted	Unknown	Yes (9)
Complaint Mechanism Exists	Yes (9)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9)	Yes (9)

According to the ILO's recommendation of 1 inspector for every 15,000 workers in developing economies, Guyana should employ roughly 21 inspectors in order to adequately enforce labor laws throughout the country.(41-43) The Ministry of Social Protection reported that funds in 2015 were insufficient to carry out inspections.(9) In particular, the Ministry of Social Protection noted the lack of inspections in gold mining areas and stated that there are sometimes delays in accessing the resources necessary for inspections in remote areas.(9, 16) During the last quarter of 2015, however, the Ministry of Social Protection received funding for child labor inspections in several remote villages.(9)

The Government has acknowledged challenges in monitoring and enforcing the provisions established in Articles 41 and 46 of the Occupational Safety and Health Act, which aim to protect children from work that may harm their physical health or emotional development.(44)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Guyana took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (45)
Number of Investigations	Unknown (31)	7 (46)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	4 (31)	4 (46)
Number of Convictions	Unknown	1 (45)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (9)	Yes (9)

In September 2015, the Government of Guyana issued the country's first conviction with full remediation, including imprisonment and restitution, for the crime of human trafficking of a minor. The offender received a sentence of 3 years' imprisonment and a \$500 fine.(47) In December 2015, the Trafficking in Persons Unit of the Ministry of Social Protection rescued two underage girls working in a bar. Additionally, during the reporting period, the Guyana Police Force identified 16 child victims of human trafficking.(22)

The Government has acknowledged that there is an insufficient number of staff within the Trafficking in Persons Unit.(45) In general, the Government's capacity to carry out prosecutions is limited. With only 33 justices and magistrates, the courts have a backlog of cases and more than a 2-year waiting period on all legal matters.(4, 7-9, 48) Furthermore, human trafficking victims may be charged for crimes occurring as a result of their being exploited, if authorities do not identify them as victims of human trafficking.(49)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the Ministerial Task Force on Combating Trafficking in Persons, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Ministerial Task Force on Combating Trafficking in Persons	Report on the nature and magnitude of trafficking in persons in Guyana, document the Government's response, and carry out public education and prevention measures.(50) Combats commercial sexual exploitation of children and the use of children in illicit activities through member agencies.(9) Chaired by the Minister of Public Security. Other members include the Ministries of Amerindian Affairs, Natural Resources and Environment, Education, Legal Affairs, and Foreign Affairs.(9, 16) Did not meet in 2015, in part due to restructuring delays after the general elections.(9)
National Tripartite Committee	Address national labor legislation and policy. Includes representatives from government agencies, labor unions, and employers, including the Ministry of Social Protection, the Consultative Association of Guyanese Industries, the Guyana Trades Union Congress, and the Federation of Independent Trade Unions of Guyana.(9, 46, 51)
Commission on the Rights of the Child	Protect and promote children's rights in accordance with the UN CRC, which includes addressing the worst forms of child labor.(9) In 2015, the Ministry of Social Protection hosted a forum to discuss the implementation of systems to combat child labor and raise awareness of the problem.(9)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Guyana has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Five-year Strategic Plan on the Rights of the Child (2012–2017)*	Protects and promotes children's rights in Guyana and advances the UN CRC.(4)
National Education Policy*	Aims to provide equal access to quality education for all children and eliminate barriers to education, especially for the poor.(52)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and signed by Guyana at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(53, 54)
Ministerial Task Force on Combatting Trafficking in Persons Action Plan (2014–2015)	Seeks to prevent and raise awareness of human trafficking, provide direct assistance to victims, improve law enforcement's capacity to identify and respond to human trafficking, and strengthen interagency coordination and referral mechanisms.(49, 55)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In December 2015, Guyana participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(56, 57) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and development of social protection policies for children and families.(56, 58)

According to the Ministry of Social Protection, the Government of Guyana does not have a comprehensive written strategy for combating and responding to child labor.(9, 16)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Guyana funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Human Trafficking Hotline†	Government-funded hotline to assist human trafficking victims.(7)
Shelter for Domestic Violence Victims†	Government-funded, NGO-run shelter that houses victims of domestic violence and human trafficking. Provides services, including psychological counseling and practical skills training.(8) Accommodates teenage girls under age 16 who are placed at the shelter at the request of the Government's Childcare and Protection Agency.(16) Receives \$50,000 annually from the Government.(23)
School Meals and Uniforms†	Government program to provide hot meals to 16,000 students at schools in the interior, and transportation for students in several remote areas. All students in Government-run schools, from nursery to secondary school, receive vouchers to purchase school uniforms, shoes, and backpacks.(2, 4, 9, 59-61)
Child Advocacy Center	Ministry of Social Protection and NGO partnership to provide services for abused children. Overseen and referrals made to the center by the Ministry of Social Protection's Childcare and Protection Agency; funded by private sector donations.(49, 62)
Board of Industrial Training†	Attempts to deter early school dropouts by providing job skills to at-risk youth between ages 15 and 17 who may not be able to complete their formal education.(9)

† Program is funded by the Government of Guyana.

The scope of government programs to target the worst forms of child labor is insufficient to fully address the extent of the problem.(9, 16) In particular, government resources provided to victims of human trafficking are inadequate.(23)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Guyana (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law fully protects all children under age 18 from engaging in hazardous work, including night work.	2010 – 2015
	Ensure that the law sufficiently prohibits the commercial sexual exploitation of children by prohibiting the use, procuring, and offering of a child for prostitution, pornography, or pornographic performances.	2010 – 2015
Enforcement	Hire a sufficient number of labor inspectors to effectively enforce laws related to child labor.	2015
	Make information publicly available on the labor inspectorate's funding, the training system for labor inspectors, the number of inspections conducted by desk review, and whether inspections are routinely targeted.	2015
	Ensure sufficient resources are allocated in a timely manner to facilitate labor inspections, particularly in remote areas and in gold mining areas.	2011 – 2015
	Ensure the appropriate application of Articles 41 and 46 of the Occupational Safety and Health Act.	2015
	Make information publicly available on the training system for investigators and the number of criminal labor violations found.	2015
	Dedicate more resources, including judicial personnel, to investigate and prosecute court cases related to the worst forms of child labor.	2010 – 2015
	Ensure that victims of human trafficking are not charged for committing crimes as a result of being subjected to human trafficking.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms, and ensure these bodies engage in regular meetings and coordination efforts.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the 5-Year Strategic Plan on the Rights of the Child and the National Education Policy.	2010 – 2015
	Establish a comprehensive strategy for combating child labor.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Ensure children are not prevented from attending school because of transportation costs or failure to pay school fees.	2014 – 2015
	Increase the number of trained and qualified teachers, particularly in rural and interior areas.	2015
	Develop new initiatives and expand existing programs to reach all children involved in the worst forms of child labor; in particular, increase funding to identify and assist victims of human trafficking.	2010 – 2015

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Haiti

MODERATE ADVANCEMENT

In 2015, Haiti made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the National Action Plan to Combat Trafficking in Persons, which will provide protection and social assistance to victims of human trafficking, including children. The Government also trained local judges on the 2014 Anti-Trafficking in Persons Law and continued to participate in a number of programs targeting the worst forms of child labor, including a new program to combat child labor and improve working conditions in agriculture. However, children in Haiti are engaged in child labor, including in domestic work and agriculture. Haiti lacks a clear, easily applicable minimum age for domestic work. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. Social programs to combat child labor are also insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Haiti are engaged in child labor, including in domestic work and agriculture.(1-7) Table 1 provides key indicators on children's work and education in Haiti. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	34.4 (815,993)
Attending School (%)	5-14 yrs.	92.4
Combining Work and School (%)	7-14 yrs.	34.9
Primary Completion Rate (%)		Unavailable

Primary Completion Rate was unavailable from UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Enquête Mortalité, Morbidité et Utilisation des Services (EMMUS-V), 2012.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Preparing land for planting;* fertilizing fields;* sowing;* pruning;* weeding;* thinning;* and guarding in relation to the production of bananas,* beans,* corn,* peanuts,* peas,* rice,* cassava,* and yams* (1, 2)
	Harvesting sugarcane,* collecting cut sugarcane,* grinding sugarcane,* and clearing land for sugarcane production* (2)
	Raising cows,* donkeys,* goats,* pigs,* sheep,* and poultry* (1)
	Capturing and processing fish* (2, 4, 10)
	Processing produce,* including removing shells, husks,* stones,* winnowing,* and drying* (1, 11)
Industry	Construction, including transport of construction materials such as sand and rocks* (2, 4, 10)
Services	Domestic work (3-7, 12-14)
	Street work,* including vending,* begging,* shining shoes,* and carrying* goods and luggage in public markets and bus stations (3, 10, 14, 15)
	Washing and guarding cars (3, 10, 15)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced labor in domestic work;* agriculture;* and as street vendors,* shoe shiners,* window washers,* and beggars,* each sometimes as a result of human trafficking* (3-5, 10, 13, 14, 16, 17)
	Use in illicit activities, including by criminal groups as messengers and to carry weapons* or transport drugs* (3, 17, 18)
	Commercial sexual exploitation,* sometimes as a result of human trafficking* (4, 19, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

A 2015 study found approximately 286,000 child domestic workers in Haiti, 207,000 of whom were found to be lagging behind in school.(12, 13) Some parents unable to care for their children send them to residential care centers, or to relatives or strangers who are expected to provide food, shelter, and schooling to these children in exchange for household work. In practice, some of these children receive care and an education, while many become child domestic workers and are victims of labor exploitation and abuse.(3-7, 13, 14, 17, 21)

Children are trafficked both internally and to the Dominican Republic. NGOs have reported that children crossing the Haiti-Dominican Republic border illegally are often accompanied by adults who are paid to pretend to be the children's parents or guardians until they reach the Dominican Republic.(17, 22-25) Some of these children are reunited with relatives in the Dominican Republic, whereas others engage in commercial sexual exploitation, domestic work, or agriculture; some children also work on the streets shining shoes, picking up waste, washing car windows, and begging.(4, 25, 26)

Many Haitian children's births are not registered; the 2010 earthquake and ensuing infrastructure and paperwork destruction further exacerbated the lack of identity documentation.(3, 11, 13, 14, 18, 22) In Haiti, personal identification documents are required in order to enter into an employment contract, access the justice system, and receive social protection services. The lack of personal identification documents makes it more difficult to protect children against labor and criminal violations, and for children to access the social assistance services and educational programs provided by the Government.(3, 27-29)

On August 14, 2015, the Government of the Dominican Republic began involuntary repatriations of individuals with irregular migration status to Haiti, pursuant to the Dominican National Plan to Regularize Foreigners and the General Law on Migration.(30) By January 2016, the Government of the Dominican Republic reported that it had deported 13,756 individuals with irregular status to Haiti.(31) From June 2015 to January 2016, the International Organization for Migration (IOM) reported that 37,836 individuals migrated spontaneously to Haiti, including 970 unaccompanied minors.(13, 14, 31) As of the end of 2015, approximately 3,000 individuals, including nearly 1,000 children under age 17, who had been deported or who migrated spontaneously to Haiti, were residing in camps in Haiti near the border with the Dominican Republic.(13, 14, 30, 32)




Children, including those who have been deported to Haiti or who voluntarily left the Dominican Republic for Haiti, as well as unaccompanied child migrants, are vulnerable to child labor, including its worst forms. In addition, school attendance rates are particularly low for children recently arriving from the Dominican Republic, as schools are not available in or near the border camps; these children's parents also lack the financial means to enroll their children in school, and these children may not speak French, the language of instruction in most Haitian schools.(13, 14)

Although the Constitution guarantees free primary education, public schools often charge fees for books, uniforms, and enrollment. There are not enough public schools (private schools represent approximately 90 percent of available schools), and many teachers lack official teaching credentials.(33-36) As a result, most Haitian children are enrolled in private schools that charge tuition and other fees. Many others, especially in rural areas, simply do not attend school.(3, 11, 13, 18, 33, 36) Out-of-school children are at increased risk of engaging in child labor or of becoming victims of human trafficking.(18, 33)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Haiti has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 335 of the Labor Code (37)
Minimum Age for Hazardous Work	Yes	18	Article 334 of the Labor Code; Article 2 of the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhumane Treatment Against Children (Act of 2003) (37, 38)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 333–336 of the Labor Code (37)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Article 2 of the Act of 2003; Article 1.1.11 of the Anti-Trafficking in Persons Law (37-39)
Prohibition of Child Trafficking	Yes		Article 2 of the Act of 2003; Article 1.1.1 of the Anti-Trafficking in Persons Law (38, 39)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 2 of the Act of 2003; Articles 279–280 of the Penal Code; Article 1.1.17 of the Anti-Trafficking in Persons Law (38-40)
Prohibition of Using Children in Illicit Activities	Yes		Article 72 of the Law on the Control and Suppression of Illicit Drug Trafficking; Article 2 of the Act of 2003 (38, 41)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	15	Article 23 of the Decree on the Reorganization of the Haitian Education System (42, 43)
Free Public Education	Yes		Articles 32.1 and 33 of the Constitution (44)

* No conscription (45)

† No standing military (45)

Article 335 of the Labor Code sets the minimum age for contractual work at 15 in industrial, agricultural, and commercial establishments. The Labor Code only applies to workers who perform work under an employment agreement.(3, 37, 46) It is unclear whether the Labor Code applies to situations in which there is no written agreement, such as informal employment relationships. Article 340 provides penalties for employers who employ minors without proper work permits or health certificates, which are required for all children ages 15 to 18. However, the limited penalties, usually the equivalent of between \$48 and \$81, are not sufficient deterrents to protect children against labor exploitation.(3, 37, 38) Although there is not a specific penalty for employing underage children, Article 513 of the Labor Code notes that a fine of \$81 may be applied to any violations without specific fines, which may not be adequate to deter violations.(37)

The Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhumane Treatment Against Children of 2003 (Act of 2003) annulled Chapter 9 of the Labor Code that had set a minimum age for domestic work at age 12 and had provided for protections for domestic workers and fines in cases of violations.(37, 38) Since the Act of 2003 annulled the

minimum age provisions for domestic child workers, it is unclear whether there is a minimum age for domestic work.(38, 46) The Government has drafted legislation that would set the minimum age for domestic work at 15 years, but that legislation has not been enacted.(47-49)

The Labor Code prohibits children ages 15 to 18 from working at night in industrial jobs and in establishments where alcohol is served.(37) However, the types of hazardous work prohibited for children do not cover agriculture, an area of work where there is evidence of exposing children to hazardous substances, agents, or to temperatures damaging to their health. A specific list of hazardous child labor activities covering sectors where children work, including agriculture, has been developed but was not approved by Parliament during the reporting period.(47, 49) Even though the Act of 2003 also contains general prohibitions against the worst forms of child labor, including hazardous work, child trafficking, and the use of children in criminal activities, it establishes no penalties for employing children in these activities.(38)

Articles 278–282 of the Penal Code prohibit prostitution and the corruption of minors, but do not prohibit the use of children in pornographic performances. The Act of 2003 specifically prohibits the use of children in pornographic performances; however, it does not establish penalties for perpetrators of this violation.(37, 38)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Social Affairs and Labor (MAST)	Enforce child protection and child labor laws. MAST labor inspectors investigate Labor Code infractions in the formal sector, including those regarding child labor. MAST's Institute of Social Welfare and Research (IBESR) agents perform inspections in compliance with the Child Protection Law of 2012 and help enforce the Act of 2003.(46, 50-52) In cases of potential criminal violations, MAST labor inspectors and IBESR agents refer cases to juvenile courts for prosecution, while children receive services from IBESR. (3, 10, 16) Collaborate with the Brigade for the Protection of Minors (BPM) to investigate cases of crimes against children and apply the Penal Code to punish the perpetrators.(10, 16, 50)
Haitian National Police's (PNH) <i>La Brigade de Protection des Mineurs</i> (BPM)	Lead anti-child trafficking efforts and investigate Penal Code infractions against children.(16, 22, 33) Investigate reports of cases of the worst forms of child labor and of forced labor, in conjunction with routine police patrols in public places where children can be in physical or moral danger and become victims of crime.(10, 50) BPM agents gather and submit information to judicial and/or social protection authorities to allow criminal prosecution of crimes against minors or to provide social protection and placement services for victims (as needed).(52)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Haiti took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (34)	Unknown
Number of Labor Inspectors	50 (34)	Unknown
Number of Child Labor Dedicated Inspectors	11 (34)	Unknown
Inspectorate Authorized to Assess Penalties	No (34)	No
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (34)	Unknown
■ Training on New Laws Related to Child Labor	Unknown (34)	Yes (14)
■ Refresher Courses Provided	Yes (34)	Unknown
Number of Labor Inspections	Unknown (34)	Unknown
■ Number Conducted at Worksites	Unknown (34)	Unknown
■ Number Conducted by Desk Reviews	Unknown (34)	Unknown
Number of Child Labor Violations Found	Unknown (34)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (34)	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown (34)	Unknown

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Routine Inspections Conducted	No (34)	No
■ Routine Inspections Targeted	No (34)	No
Unannounced Inspections Permitted	Unknown (34)	Unknown
Unannounced Inspections Conducted	Unknown (34)	Unknown
Complaint Mechanism Exists	Unknown	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (34)	Yes (14)

All Ministry of Social Affairs and Labor (MAST) labor inspectors are required to monitor and ensure compliance with all Labor Code provisions during their inspections, including those pertaining to child labor.(16, 22, 37, 51) MAST inspectors generally lack sufficient resources, such as means of transportation, fuel, and appropriately equipped workplaces, to enforce the law adequately.(10, 34)

In 2015, the Institute of Social Welfare and Research (IBESR) had 150 employees working in all of Haiti's geographic departments; they included 48 child protection agents and approximately 20 social workers to handle protection cases, including those involving child labor.(10, 48) Each IBESR regional bureau includes a child protection section that employs five to seven agents.(10) The Government budgeted approximately \$1.1 million to IBESR for child protection activities. In 2015, approximately 60 IBESR agents received training on child protection issues, including child labor.(48, 53) The remaining agents were not trained, in large part due to lack of funding.(4, 10, 34, 48, 50) It is unclear whether children engaged in child labor found during labor inspections or through other enforcement efforts received appropriate social services in 2015.

IBESR also manages the "133" hotline that receives complaints about the situations requiring child protection.(4, 16, 22) However, the hotline functions exclusively in Port-au-Prince, which makes reporting cases involving child exploitation to IBESR more difficult in rural areas.(16) In addition, the number of calls related to child labor that were received during 2015 is unknown.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Haiti took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (34)	Yes (14)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (34)	Yes (14)
■ Refresher Courses Provided	Unknown (34)	Unknown
Number of Investigations	Unknown (34)	Unknown
Number of Violations Found	Unknown (54)	Unknown
Number of Prosecutions Initiated	Unknown (54)	Unknown
Number of Convictions	Unknown (34)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (54)	Yes (14)

In 2015, the Haitian National Police's Brigade for the Protection of Minors (BPM) maintained a staff of 90 agents in 24 offices around the country, including in 4 offices along the Haiti-Dominican Republic border.(34) Reports indicate that BPM lacks trained staff, equipment, transportation, and funding to effectively conduct criminal law enforcement efforts related to the worst forms of child labor.(13, 14, 34)

During the reporting period, BPM provided social services to 518 children, of whom 469 were transferred to IBESR and 49 were returned to their parents. Research was unable to determine whether these children were involved in the worst forms of child labor.(13, 14, 54) BPM manages the "188" hotline, which receives complaints about the situations requiring child protection.(14, 16) However, like the IBESR hotline, the "188" hotline functions exclusively in Port-au-Prince, which makes reporting cases involving child exploitation more difficult in rural areas.(50, 55) In addition, the number of calls related to child labor received in 2015 is unknown.

In 2015, some judges received training on the 2014 Anti-Trafficking in Persons Law.(14) Although efforts were made to train law enforcement and judiciary officials on human trafficking issues, work remains to be done to ensure that relevant officials, particularly in the provinces, are aware of the law and methods of implementation.(13, 14)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts to Eliminate Child Labor

Coordinating Body	Role & Description
National Tripartite Commission for the Elimination of the Worst Forms of Child Labor	Elaborate policies; approve programs; and coordinate, supervise, monitor, and evaluate efforts to combat child labor in Haiti.(56-58) Chaired by MAST and comprises officials from BPM; the Citizen Protection Bureau; and the Ministries of Agriculture, Education, Health, Interior, Justice, and Women's Affairs. Also includes non-governmental stakeholders such as NGOs, labor unions, international organizations, and social partners.(16, 58) In 2015, the Commission met regularly to revise the draft List of Hazardous Occupations Prohibited for Children and completed the draft National Action Plan to Combat Child Labor.(13, 34, 49, 58)
National Committee for the Fight Against Trafficking in Persons	Coordinate actions against trafficking in persons and provide protection and rehabilitation services to victims at the national level.(4, 39) Chaired by IBESR and includes MAST, BPM, the Citizen Protection Bureau, the National Office for Migration, and the Ministries of Education, Foreign Affairs, Health, Interior, Justice, Education, and Women's Affairs.(39, 59) In 2015, Committee representatives for member ministries were appointed by presidential order.(14, 60, 61) During the reporting period, the Committee also met to develop drafts of the National Action Plan to Combat Trafficking in Persons, which the Government adopted in March 2015.(4)
Child Protection Working Group	Implement, coordinate, and monitor government efforts on child protection, including protection of child domestic workers. Chaired by IBESR and comprises officials from BPM; the Citizen Protection Bureau; MAST; and the Ministries of Education, Health, Justice, Women's Affairs, and Youth.(62, 63) Also includes non-governmental stakeholders such as NGOs, international organizations, and social partners.(62) In 2015, the Child Protection Working Group continued to conduct a comprehensive study on the prevalence of child domestic work, to be released in 2016.(34, 64, 65)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Haiti has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat Trafficking in Persons (2015–2017)†	Aims to enhance the legal framework to prevent human trafficking, effectively implement laws related to human trafficking, provide protection and care for victims, and strengthen social and educational initiatives for vulnerable children. Led by the National Committee for the Fight Against Trafficking in Persons.(4, 66)
National Strategic Development Plan (PSDH) (2014–2016)	Articulates four pillars—economic, social, territorial, and institutional— and notes the need to prohibit child labor in order to ensure sustained and equitable economic growth. Built on the 2010 Action Plan for National Recovery and Development, which outlined key initiatives to address the structural causes of Haiti's underdevelopment and explore ways to make Haiti an “emerging country” by 2030.(67, 68) The PSDH aims to improve the country's living standards by increasing employment; addressing food insecurity; and providing housing and access to basic services such as health care, education, water, and sanitation. Overseen by the Ministry of Planning and External Cooperation and the Ministry of Economy and Finance.(67, 68)
National Action Strategy for Education for All (2011–2017)*	Aims to increase access to primary education, particularly for vulnerable populations. The strategy is overseen by the Ministry of Education and supported by international donors.(69, 70) Subsidizes school fees for both public and private schools, provides food at school, and offers teacher training to increase the number of qualified teachers. For the 2014–15 school year, the project provided free tuition-fee waivers to nearly 108,000 students and accredited almost 20,000 public and private primary schools.(69, 70)
XIX Inter-American Conference of Ministers of Labor†	In December 2015, Haiti participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(71, 72) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(71, 73).

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2014, the Government of Haiti drafted a National Action Plan to Combat Child Labor and, in 2015, the Government drafted a National Social Protection Policy; to date, however, neither has been approved.(13, 49, 58, 74)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Haiti funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Project to Reduce Child Labor and Improve Labor Rights and Working Conditions in Haiti, Let's Work for Our Rights (2015–2017)*	\$9.99 million USDOL-funded, project implemented by Catholic Relief Services to provide services to households and children engaged in or at-risk of engaging in child labor or other exploitative working conditions in agriculture. The project also provides assistance to the Government, the private sector, and civil society to improve the protection of children and workers.(74, 75) The project aims to reach 10,000 children and adolescents with educational services; 5,000 households with livelihood services; 2,500 children, youth, and adults with legal assistance on child labor, labor rights, and identity documentation issues; and 10,000 adults by raising awareness of child labor, other labor rights issues, and the right to education.(74, 75)
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. In Haiti, the project aims to build the capacity of MAST and works to develop strategic policies to eliminate child labor and forced labor, as well as to strengthen legal protections and social services delivery for child domestic workers.(65, 76)
Elimination of Child Labor in Latin America (Phase 4) (2012–2015)	\$4.5 million Government of Spain-funded, 3-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Haiti.(77)
Education and Monitoring Program for the Eradication of Child Labor (2012–2015)	\$1.3 million Government of Spain-funded, 3-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Haiti. Includes the objective of developing information systems on the worst forms of child labor.(77)
Protecting the Rights of Children, Women, and Youth in Haiti (AKSÈ) (2012–2017)	\$22.5 million USAID-funded, 5-year project that supports a partnership between the Government and the private sector to promote children's rights and child protection services. Supports efforts by governmental organizations; NGOs; and community-based organizations to assist victims of gender-based violence, human trafficking, commercial sexual exploitation, forced domestic work, and recruitment into criminal activity.(78, 79)
Help People (<i>Ede Pèp</i>) Program†	Government social program that assists poor families through 16 projects, with a focus on improving children's well-being.(50, 80) Projects include the <i>Ti Manman Cheri</i> project, the <i>Kore Etidyan</i> project, and the <i>Aba Grangou</i> project, among others. <i>Ti Manman Cheri</i> project provides low-income mothers with monthly cash transfers to pay for their children's school tuition.(10, 80) <i>Kore Etidyan</i> project provides financial assistance to students.(50) <i>Aba Grangou</i> project, financed with \$30 million from the Government of Venezuela, with additional financial support from the Government of Haiti, provides 2.2 million children with meals through a school food program.(10, 80, 81)
National Free Education Program (PSUGO)†	Government program that aims to increase poor children's access to education. Includes school grants intended to eliminate school fees and accelerated learning programs for students who are lagging behind in school.(55, 82)
IBESR's National Week of the Child	IBESR awareness-raising campaign funded by international NGOs to increase public understanding of children's rights.(3, 83) Engaged local and international NGOs on issues of forced child labor, child trafficking, and commercial sexual exploitation. The theme for the 2015 National Week of the Child was "My vote is a vote for the protection of children."(3, 83)
Government Child Shelter, Census, and National Child Protection Database†	Government program to support child protection. IBESR implements the Government's regulatory framework for residential care centers (orphanages), collects information on vulnerable children, and tracks them through the National Child Protection Database.(10, 50)
Children's Summer Enrichment Program	Office of the Citizen Protector program that provided training for children, with the support of the AKSÈ program. Assists approximately 100 children from Cité Soleil, in Port-au-Prince, during the summer by raising their awareness of Haiti's child protection institutional framework and mechanisms.(10, 55)

* Program was launched during the reporting period.

† Program is funded by the Government of Haiti.

Despite IBESR's efforts to collect information for the National Child Protection Database, it does not fully capture all relevant information, including the number of displaced street children and children engaged in domestic work.(16) Although Haiti has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Haiti (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children engaged in work not performed pursuant to contractual arrangements.	2014 – 2015
	Create meaningful penalties for employing children in contravention of the Labor Code.	2009 – 2015
	Clarify the minimum age for domestic work.	2009 – 2015
	Ensure that the types of work that children perform in Haiti that fall into a R.190 category, such as work in unhealthy environments are prohibited to children under age 18.	2009 – 2015
	Clarify the legal framework to ensure that the Act on the Prohibition and Elimination of All Forms of Abuse, Violence, Ill Treatment, or Inhumane Treatment Against Children of 2003 includes meaningful civil and criminal penalties for all violations.	2011 – 2015
	Ensure that the use of children in pornographic performances is criminally prohibited.	2009 – 2015
Enforcement	Collect and make publicly available information on MAST labor inspections, in particular; the amount of funding for MAST; the number of labor inspectors and whether they received training, the number and type of labor inspections; the number of child labor violations found and cases transferred to judicial authorities; and the penalties imposed and collected for violations.	2013 – 2015
	Authorize the inspectorate to assess penalties or expedite review of child labor violations in labor tribunals and through other appropriate legal bodies.	2013 – 2015
	Improve institutional mechanisms and practices to ensure that children engaged in child labor during labor inspections or through other enforcement efforts receive appropriate social services.	2013 – 2015
	Strengthen IBESR's enforcement capacity by initiating routine or targeted child protection inspections, rather than by performing inspections solely based on complaints received.	2013 – 2015
	Provide sufficient training and resources to increase the capacity of MAST, IBESR, BPM, and of judiciary officials to effectively enforce child labor laws.	2013 – 2015
	Collect and make publicly available information on the number of criminal investigations, violations found, prosecutions initiated, and convictions related to the worst forms of child labor.	2009 – 2015
Government Policies	Expand the hotlines operated by BPM and IBESR to facilitate reporting of child exploitation cases in areas beyond Port-au-Prince, including in rural areas; disaggregate complaints by the number of children in child labor.	2013 – 2015
	Integrate child labor elimination and prevention strategies into the National Action Strategy for Education for All.	2009 – 2015
Social Programs	Increase access to education by— <ul style="list-style-type: none"> ■ Eliminating school-related fees in public schools; ■ Increasing school infrastructure, especially in rural areas; ■ Addressing the specific educational needs of vulnerable populations, including recent arrivals from the Dominican Republic; ■ Providing teacher training; and ■ Ensuring school administrators and teachers allow children without birth certificates and uniforms to attend school. 	2009 – 2015
	Expand the National Child Protection Database, including by identifying displaced street children and children in domestic work.	2010 – 2015
	Expand existing social programs to address the scope of the child labor problem, particularly in domestic work.	2010 – 2015

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Honduras

MODERATE ADVANCEMENT

In 2015, Honduras made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed an executive decree that re-established the National Commission for the Gradual and Progressive Eradication of Child Labor and held workshops to build the capacity of five of its Regional Subcommissions. The Secretariat of Labor and Social Security continued to implement the Roadmap for the Eradication of Child Labor, including through trainings for coffee, chocolate, and pepper producers on child labor issues and through public awareness campaigns. In addition, the Government continued to expand key social programs, including the School Meals Program, which now reaches more than 1.3 million students in an effort to bolster school attendance. However, children in Honduras are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation as a result of human trafficking. The Government does not employ a sufficient number of labor inspectors to adequately enforce child labor laws across the country, and the Government lacks social programs to eliminate child labor in dangerous activities such as fishing, mining, and domestic work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Honduras are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation as a result of human trafficking.(1-11) Table 1 provides key indicators on children's work and education in Honduras.

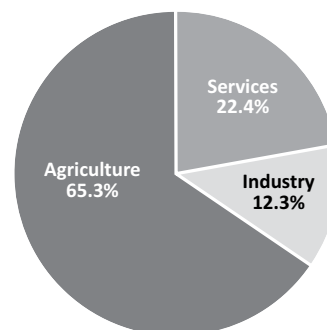
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	7.8 (153,536)
Attending School (%)	5-14 yrs.	84.6
Combining Work and School (%)	7-14 yrs.	4.4
Primary Completion Rate (%)		90.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(12)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Permanente de Hogares de Propósitos Múltiples (EPHPM) Survey, 2013.(13)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of melon, coffee, sugarcane,* and okra* (1, 14-20)
	Harvesting mollusks*† (21, 22)
	Fishing,* including working as divers' assistants† and diving for lobster† (3, 4, 6, 19, 23, 24)
Industry	Quarrying limestone*† and production of lime*† (25-27)
	Artisanal mining† (1, 4, 9, 18, 23, 28)
	Production and sale of fireworks*† (4, 29-33)
	Construction,† activities unknown (4, 10, 34)
Services	Street begging and vending† (1, 10, 23, 25, 33, 35)
	Work in repair shops,*† including in mechanical repair*† (10, 36)
	Washing car windows*† and performing at traffic lights† (1, 7, 34, 37)
	Scavenging in garbage dump† (1, 4, 18, 19, 23, 25, 35, 38)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Work in hotels* and laundromats,* activities unknown (10)
	Domestic work† (1, 4, 7, 16, 18, 39)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking (7, 8, 11)
	Forced begging (33, 34, 40)
	Use in illicit activities, including by gangs in committing homicides, extortion, and selling and trafficking drugs (1, 11, 33, 34, 37, 41, 42)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

In 2015, Honduras, like El Salvador and Guatemala, continued to be a principal source of the high numbers of unaccompanied children from Central America migrating to the United States.(43–45). Such children often lack economic and educational opportunities, and are vulnerable to the worst forms of child labor, including commercial sexual exploitation and recruitment by gangs into illicit activities such as committing homicides and trafficking drugs.(46–48) Children emigrate to escape violence and extortion by gangs, in addition to searching for economic opportunities and family reunification. Once in route, they are also vulnerable to human trafficking and commercial sexual exploitation.(46–48)







In Honduras, children are sometimes trafficked from rural areas into commercial sexual exploitation in urban and tourist destinations, such as the Bay Islands, San Pedro Sula, and Tegucigalpa. In addition, reports indicate that Honduran children are trafficked to other Central American countries and North America for commercial sexual exploitation.(49, 50) Reports indicate that gangs sometimes threaten families as a means to forcibly recruit children into their ranks, where boys are used in the commission of extortion, drug trafficking, and homicides and where girls are engaged in commercial sexual exploitation.(42) Reports indicate that 20 percent of the Honduran population is of indigenous or African descent and that children from these groups are particularly vulnerable to child labor, including its worst forms.(51, 52)

In Honduras, access to education is often limited. Reports indicate that approximately 220,000 children between the ages of 5 and 17 lack access to the educational system in practice.(17) More than 75 percent of these children live in rural areas, where lack of funding for schools and, in many cases, lack of any secondary schools remain a problem.(17) In urban areas, access to education is often hindered by widespread violence and the recruitment of children into gangs. In addition, school completion rates are low; many children fail to complete primary education and, according to 2011 national data, only 50.5 percent of girls and 37.5 percent of boys completed secondary school.(8, 53)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Honduras has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

Honduras

MODERATE ADVANCEMENT

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 120 of the Code on Childhood and Adolescence; Article 15 of the Executive Agreement STSS-211-01; Article 32 of the Labor Code; Article 124 of the Constitution (54-57)
Minimum Age for Hazardous Work	Yes	18	Articles 1 and 122 of the Code on Childhood and Adolescence; Articles 2 and 10 of the Executive Agreement STSS-211-01; Article 1 of the Executive Agreement STSS-097-2008 (55, 56, 58)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 1 of the Executive Agreement STSS-097-2008; Article 8 of the Executive Agreement STSS-211-01 (55, 58)
Prohibition of Forced Labor	Yes		Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Articles 2 and 10 of the Executive Agreement STSS-211-01; Articles 179E, 179F and 192 of the Penal Code; Articles 68 and 127 of the Constitution (54, 55, 59, 60)
Prohibition of Child Trafficking	Yes		Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Articles 2 and 10 of the Executive Agreement STSS-211-01; Article 8 of the Legislative Decree 35-2013 (55, 59, 61)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 134 of the Code on Childhood and Adolescence; Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Articles 2 and 10 of the Executive Agreement STSS-211-01; Articles 148 and 149A-E of the Penal Code (55, 56, 59, 60)
Prohibition of Using Children in Illicit Activities	Yes		Article 134 of the Code on Childhood and Adolescence; Article 10 of the Executive Agreement STSS-211-01; Articles 6 and 52 of the Law Against Trafficking in Persons (Decree 59-2012); Article 8 of the Legislative Decree 35-2013 (55, 56, 59, 61)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Articles 2 and 12 of the Executive Agreement STSS-211-01; Article 276 of the Constitution (54, 55)
Compulsory Education Age	Yes	17	Articles 8, 13, and 21–23 of the Fundamental Law of Education; Articles 36 and 39 of the Code on Childhood and Adolescence (56, 62)
Free Public Education	Yes		Articles 7, 13, and 21–23 of the Fundamental Law of Education; Article 36 of the Code on Childhood and Adolescence; Article 171 of the Constitution (54, 56, 62)

* No conscription (55, 63)

The Constitution states that a child 16 years old or younger may not work unless it is necessary to sustain his or her family and the work does not interfere with schooling. Honduran statutes build upon the protections in the Constitution.⁽⁵⁴⁾ The Labor Code and the Code on Childhood and Adolescence prohibit children under age 14 from working in any circumstances and allow children ages 14 to 17 to work only with written parental consent and authorization from the Secretariat of Labor and Social Security (STSS).^(56, 57) The Code on Childhood and Adolescence states that children ages 14 and 15 may work no more than 4 hours per day and that children ages 16 and 17 may work no more than 6 hours per day; children ages 16 and 17 can also receive special permission from the STSS to work in the evening if it does not affect their schooling.^(56, 57, 64)

Article 120 of the Code on Childhood and Adolescence and Article 15 of the Executive Agreement STSS-211-01 set the minimum age for work at 14 in all undertakings and without exception for their size.^(55, 56) Article 32(1) of the Labor Code also prohibits children under the age of 14 from working. However, children working in agricultural and stock-raising undertakings that do not permanently employ more than 10 workers are not covered by the Labor Code's minimum age protections because Article 2 of the Labor Code excludes these undertakings from its scope.⁽⁵⁷⁾ The ILO has recommended that the Government harmonize the Labor Code with the Code on Childhood and Adolescence to ensure that no child under age 14 is permitted to work, including in agriculture and stock-raising.⁽⁶⁵⁾

Article 8 of the Executive Agreement STSS-211-01 and Article 122 of the Code on Childhood and Adolescence both prohibit children under age 18 from engaging in dangerous activities. Article 22 of the Executive Agreement STSS-211-01 and Article 122(v) of the Code on Childhood and Adolescence allow the STSS to authorize minors ages 16 and 17 to perform dangerous activities if they have successfully completed relevant technical training at the National Institute of Vocational Training or a similar specialized technical institute and upon STSS verification that such minors are fully protected in these activities.(6, 55, 56)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Secretariat of Labor and Social Security (STSS)	Inspect labor conditions and enforce child labor laws.(8, 34)
Public Ministry's Office of the Special Prosecutor for Children (OSPC)	Prosecute crimes against children, including trafficking in children, hazardous labor, forced labor, and commercial sexual exploitation. Coordinate with Honduran National Police to investigate crimes and protect victims.(8, 34)
Public Ministry's Technical Agency for Criminal Investigations (ATIC)	Investigate and technically support criminal prosecutions conducted by the Public Ministry, including by the OSPC, such as human trafficking, commercial sexual exploitation, and child pornography.(9, 33, 34)
Prosecutorial Task Force to Combat Criminal Smuggling of Unaccompanied Children and Trafficking in Persons	Investigate and prosecute criminal organizations that engage in the illegal smuggling of unaccompanied children and trafficking in persons. Created in 2014 and overseen by the Special Prosecutor Against Organized Crime and the Special Prosecutor for Children.(40, 66)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Honduras took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	141 (34)	135 (33)
Inspectorate Authorized to Assess Penalties	Yes (33)	Yes (33)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	N/A (67)
■ Training on New Laws Related to Child Labor	Unknown	Yes (67)
■ Refresher Courses Provided	Unknown	Yes (33)
Number of Labor Inspections	11,156 (34)	Unknown
■ Number Conducted at Worksite	Unknown	7,188 (33)
■ Number Conducted by Desk Reviews	N/A	N/A
Number of Child Labor Violations Found	60 (33)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	3 (33)
■ Number of Penalties Imposed That Were Collected	Unknown	3 (33)
Routine Inspections Conducted	Yes (34)	Yes (33)
■ Routine Inspections Targeted	Unknown	Yes (67)
Unannounced Inspections Permitted	Yes (33)	Yes (33)
Unannounced Inspections Conducted	Unknown	Yes (67)
Complaint Mechanism Exists	Yes (33)	Yes (33)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (33)	No (33)

In 2015, the STSS reported that it allocated approximately \$1,325,000 for the salaries of its inspectors in the General Inspection Service; the overall level of funding for the labor inspectorate was unknown.(33) The STSS, labor union confederations, employer organizations, and human rights organizations have indicated that the level of funding and resources for the General Inspection

Honduras

MODERATE ADVANCEMENT

Service, which includes limited office space, telephones, computers, vehicles, and fuel for vehicles, is insufficient for inspectors to adequately perform their duties.(33, 34) Reports also indicate that the number of labor inspectors employed by the STSS is inadequate to inspect for child labor violations nationwide.(33) According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Honduras should employ roughly 243 inspectors in order to adequately enforce labor laws throughout the country.(68-70)

During the reporting period, the STSS reported that 119 of its 135 labor inspectors, as well as other government officials, received training on child labor issues in 5 capacity-building workshops that were held in San Pedro Sula, La Ceiba, El Progreso, Comayagua, and Choluteca. The workshops focused on laws and international conventions on child labor, as well as on local strategies to prevent child labor, including its worst forms.(33, 71)

The official process for labor inspections in Honduras includes a preliminary visit, which may be unannounced and through which inspectors identify and inform employers of violations but do not issue fines or citations.(34, 64) Employers are given a specified number of days to remedy violations, typically between 3 and 60 days, depending on the type of violation.(64, 72, 73) Inspectors then conduct reinspections to determine whether the violations have been remediated. If during reinspections inspectors find that the violations have not been remedied, inspectors recommend that the Inspector General of the STSS issue penalties.(72) Reports indicate that if violations involving underage children or children working in hazardous conditions are found during a preliminary inspection, inspectors immediately report them to their supervisors.(74) This two-step inspection process puts an additional strain on the limited human and financial resources of the inspectorate and may not sufficiently deter employers from exploiting children in the workplace, particularly in remote, rural areas where conducting the reinspections that can lead to penalties is especially challenging. Furthermore, a lack of publicly available information on the results of preliminary and subsequent inspections, including whether child labor violations are ultimately remedied, prevents a complete understanding of how effectively this inspection system enforces child labor laws.(75)

Although the total number of labor inspections conducted by the STSS in 2015 is unknown, the STSS conducted 6,680 inspections from January to March 2015.(76) The STSS also reported that it conducted 162 child labor inspections during the reporting period.(67) The STSS and civil society partners have reported that the number of labor inspections is insufficient to address the scope of labor violations in the country, including child labor violations.(33) Reports indicate that most of the inspections take place in the urban areas of Tegucigalpa and San Pedro Sula. Inspections in rural areas and in indigenous communities, where hazardous activities in agriculture and fishing or diving are concentrated, have been insufficient to address the scope of the problem.(7, 51, 64) Although information on the full range of economic sectors and localities in which inspections were carried out does not appear to be publicly available, the STSS reported that regionally-based labor inspectors conducted inspections of businesses engaged in agriculture and fishing, mining and construction, commercial and community services, hotels and restaurants, and transportation. Regionally-based inspectors reported finding 23 violations of child labor laws and regulations; research could not determine the total number of child labor violations found by all STSS inspectors nationwide.(33) The STSS reported that it authorized 212 minors aged 14 to 17 to work from January to September 2015; 101 of these authorizations were permanent and 111 were temporary.(77)

In Honduras, STSS regulations provide a mechanism and procedures for handling complaints regarding child labor. However, NGOs report that, in practice, these procedures are often inadequately followed, largely due to institutional weaknesses and a lack of resources.(33)

The STSS reported that it removed nine children from dangerous work during the reporting period: four in La Ceiba, three in Tegucigalpa, and two in Choluteca. The Directorate of Childhood, Adolescence, and Family (DINAF) is responsible for ensuring that victims of child labor receive government services. DINAF may also investigate complaints of child labor; however, there does not appear to be an effective mechanism by which the STSS and DINAF reciprocally refer cases of child labor to one another for labor law enforcement and the social protection of children, respectively.(33, 34) Research could not determine whether the nine children rescued by the STSS were referred to DINAF.

In December 2015, the Government of the Choluteca Department passed an ordinance that suspended all work at the Cuculmeca mine, due in part to a number of children who had been found engaged in dangerous work.(33, 71)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Honduras took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (34)	Yes (33, 42)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (33)

In Honduras, the Public Ministry's Office of the Special Prosecutor for Children (OSPC) coordinates investigations of criminal cases involving the worst forms of child labor, including cases of forced child labor referred to it by the STSS.(33) Research could not determine the number of criminal investigators employed by the OSPC during the reporting period. Research could also not determine the level of funding for criminal law enforcement agencies in 2015. Reports indicate that the level of funding and resources available to the OSPC and other criminal law enforcement agencies are insufficient to address the worst forms of child labor nationwide.(33, 34) Despite these challenges, members of the Government's Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT) conducted or participated in more than 80 trainings and forums related to trafficking in persons issues in 2015.(33)

In 2015, the Public Ministry reported that it was investigating 18 cases of trafficking in persons and 22 cases of commercial sexual exploitation. Eleven cases, including nine for trafficking in persons and two for commercial sexual exploitation, were being prosecuted in the courts.(33) The Public Ministry also reached convictions in 13 cases: 7 for trafficking in persons and 6 for commercial sexual exploitation.(33) However, for 2015, it is not known whether the cases under investigation and prosecution, including those for which convictions were reached, involved children.(33) In Honduras, reports indicate that the number of investigations, prosecutions, and convictions of the worst forms of child labor is not considered sufficient to address the problem.(34, 42)

In 2015, the Public Ministry reported that it rescued 17 trafficked girls, ages 14-17. Research could not determine whether criminal investigations or prosecutions were brought in these cases.(33) Victims of the worst forms of child labor, including trafficked children, are referred to DINAF for services; DINAF is also responsible for referring cases of suspected criminal conduct to the Public Ministry for investigation.(33, 34) Research could not determine how many children rescued by the Public Ministry received services through DINAF, or how many cases of suspected criminal conduct related to the worst forms of child labor were referred by DINAF to the Public Ministry.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Gradual and Progressive Eradication of Child Labor*	Coordinate government policies and efforts on child labor issues, including the implementation of the Roadmap for the Eradication of Child Labor in Honduras. Chaired by the STSS and includes officials from eight government ministries, DINAF, the Supreme Court, and other government entities.(71, 78) Receives guidance from DINAF, which serves as the Commission's Secretary, as well as from a Technical Council, which is overseen by an Executive Secretariat.(71, 78) Oversee regional subcommissions, led by regional representatives of the STSS and DINAF, who implement national efforts locally.(78) In September 2015, the Government passed Executive Decree PCM-057-2015 through which the National Commission for the Gradual and Progressive Eradication of Child Labor was re-established.(33, 71, 78) Also during the reporting period, the National Commission, led by the STSS, conducted five workshops to build the capacity of its regional subcommissions in San Pedro Sula, La Ceiba, El Progreso, Comayagua, and Choluteca.(33, 71)

Honduras

MODERATE ADVANCEMENT

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Inter-Institutional Commission Against Exploitation and Commercial Sex Trafficking (CICESCT)	Coordinate the efforts of government institutions and civil society groups to combat commercial sexual exploitation and human trafficking, including of children.(37, 79) Consists of representatives from 52 organizations, including several government ministries and various NGOs.(37, 59, 79) Oversee 19 local CICESCT committees.(42)
Directorate of Childhood, Adolescence, and Family (DINAF)	Formulate, coordinate, and implement national plans that concern children, adolescents, and their families; monitor children's rights according to national legislation and other statutes; and coordinate state efforts with civil society and religious institutions to protect children.(80, 81) Created in 2014 through Executive Decree PCM-27-2014 to replace the Honduran Institute for Children and the Family (INHFA) and overseen by the Secretariat of Development and Social Inclusion (SEDIS).(80, 81)
Unaccompanied Children Task Force (UAC Task Force)	Provide for the safe repatriation of unaccompanied migrant children and coordinate their reintegration into their communities of origin. Led by the First Lady and comprising officials from the Ministry of Foreign Affairs; DINAF; the Ministry of Human Rights, Justice, Governance, and Decentralization; the National Institute for Migration; and the Public Ministry, with specialized services for returnees provided by the Ministries of Labor, Education, Health, and Development and Social Inclusion.(40, 71, 75)
Ministry of Social Development	Coordinate social protection policies and the provision of services to vulnerable populations, including child and adolescent victims of violence, human trafficking, and sexual and economic exploitation.(8)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

Reports indicate that in 2015 DINAF lacked sufficient resources to effectively carry out its mandate.(82)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Honduras has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Second National Plan of Action to Prevent and Eradicate Child Labor (NPAPECL II) (2008–2015)	Aimed to prevent children from dropping out of school before they could legally work, to withdraw children who were engaged in the worst forms of child labor, and to ensure that the laws that protect children were enforced.(8, 79, 83) Established regional subcommittees in Choluteca, Comayagua, Danlí, El Progreso, Juticalpa, La Ceiba, and San Pedro Sula to oversee local implementation of NPAPECL II.(35)
Roadmap for the Eradication of Child Labor in Honduras	Aims to improve coordination of the Government's responses to child labor issues. Works at the national, regional, and sub-regional levels and incorporates issues related to poverty, education, health, and social mobilization.(8, 79, 84) Implemented by the STSS.(8, 33) In 2015, the STSS continued to implement the Roadmap for the Eradication of Child Labor in Honduras, including through trainings for coffee, chocolate, and pepper producers on child labor issues, as well as through public awareness campaigns on child labor through national and local media.(33, 71) During the reporting period, the Government also held workshops with representatives from government agencies, the private sector, and NGOs in Tegucigalpa, San Pedro Sula, La Ceiba, Choluteca, and La Esperanza to evaluate the implementation of the Roadmap for the period 2012–2014.(33, 71)
First Public Policy and National Action Plan on Human Rights	Aims to implement the Government's national and international human rights commitments, including those addressing child and forced labor.(34)
National Strategy to Reduce Poverty (ERP) (2001–2015)	Aimed to reduce poverty nationwide by fostering economic development and assisting vulnerable populations. Prioritized the elimination of child labor and increased school attendance, recognizing that both are necessary to national development.(85)
Education for All Plan (2002–2015)	Aimed to increase school attendance to ensure that all Honduran children completed primary schooling, recognizing that a lack of schooling both contributes to and is a consequence of child labor.(85)
Executive Decrees PCM-011-2011; PCM 056-2011	Mandate that all Secretariats and their dependencies incorporate the issue of child labor elimination and prevention into their institutional strategic planning in accordance with the framework of the National Plan.(3, 4, 86-88)
Country Vision (2010–2038) and National Plan (2010–2022)	Guide national policy to reduce extreme poverty. Both Plans address education, the creation of social protection systems, and child labor.(64, 84, 89)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Alliance for Prosperity in the Northern Triangle	Aims to create economic growth, increase educational and vocational training opportunities for youth, and reduce violence in Honduras, Guatemala, and El Salvador, in part to decrease the number of unaccompanied minors who leave Honduras and other Central American countries for the United States and who are vulnerable to human trafficking. Signed by the presidents of each country in 2014.(90-92)
US–Honduras Labor Rights Monitoring and Action Plan (2015–2018)	Aims to improve the enforcement of labor laws, including laws related to child labor, by implementing legal and policy reforms, strengthening the STSS, enhancing enforcement activities, and increasing outreach efforts.(93)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on the eradication of child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South–South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and signed by Honduras at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(94-96)
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and promote education and vocational training for youth.(97, 98) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(97, 99)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration†	Aims to strengthen regional cooperation in order to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by Honduras at the XX Regional Conference on Migration in Mexico City (November, 2015).(100-102)

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Honduras funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Voucher 10,000†	Government conditional cash transfer program that aims to reduce poverty by providing financial assistance to the head of household when children meet educational and health requirements.(79, 103) Objectives include the elimination of child labor.(7) In 2015, assisted 255,991 households.(71)
Program to Combat Child Forced Begging†	DINAF program to identify and rescue children who are subjected to forced begging. Includes a media campaign to raise awareness of child forced begging.(34)
The Friendly Hand Program†	SEDIS program that targets young people working in garbage dumps in San Pedro Sula and Tegucigalpa. Offers a holistic approach to removing these young people from the worst forms of child labor and offers training for children's family members.(39, 104-106)
Civic Saturdays†	Ministry of Education program that reintroduced a Saturday school day in 2013, in part to help reduce child labor. Topics covered during classes are Honduran culture, laws pertaining to children, and recreational activities.(7, 34, 107) Since 2014, components also include tutoring in math and reading.(34)
Better Life Program†	SEDIS program that seeks to assist 800,000 of the poorest families by improving their housing conditions with cement flooring, water filters, and private bathrooms. Targets many of the families whose children are engaged in begging on the streets.(33, 34, 75)
Program for the Reintegration of Returned Unaccompanied Migrant Children	Government program that provides assistance to unaccompanied migrant children who have been returned to Honduras. Participating ministries and agencies include the National Institute for Migration, the Ministry of Foreign Affairs, DINAF, SEDIS, and the National Center for Social Sector Information.(67) In 2015, the Government reported assisting 4,650 returned migrant children.(71)
Program to Prevent Sex Tourism Involving Children and Adolescents†	Government program that aims to raise awareness and provide information, training, and a code of conduct for the tourism industry. Implemented by the Honduran Tourist Board, the Ministry of Tourism, and the Tourism Institute.(8, 108)

Honduras

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
School Meals Program	Ministry of Education program, implemented with support from the WFP and in conjunction with the Office of the First Lady, that provides school lunches to students to improve nutrition and bolster attendance. In 2015, the program expanded from 1,220,000 students to 1,300,915 students.(34, 71, 75)
My First Job Program†	STSS program that connects disadvantaged youth with vocational opportunities.(37, 79, 109) Includes job skills and vocational training, internships, job placement, and public–private partnerships to support on-the-job training.(34, 37, 64)
Decent Work Country Program for Honduras (2012– 2015)	ILO program that aimed to ensure that workers’ rights and Honduran labor laws were upheld. For the period 2013 – 2015, aimed to implement measures from the Roadmap to help Honduras become child labor-free.(85)
Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II)*	USDOL-funded capacity building project implemented by Winrock International and partners Verité and Lawyers Without Borders in at least eight countries to build local and national government capacity to address child labor.(110) In Honduras, aims to build the institutional capacity of DINAF to carry out its mandates related to child protection. In 2015, CLEAR II completed a needs assessment on DINAF and assisted with donor coordination.(111)
Youth Pathways Central America (2015–2019)*	\$13 million USDOL-funded, 4-year project implemented by Catholic Relief Services to prevent at-risk youth, including returned migrant youth, in El Salvador and Honduras from engaging in hazardous work by providing them with vocational training, skills programs, employment services, and other holistic support services. Works with the Government, private sector stakeholders, and community organizations to improve job training models for at-risk youth, increase the number of job opportunities accessible to at-risk youth, and to support self-employment opportunities for youth.(112)
Bright Futures (2014–2018)	\$7 million, USDOL-funded, 4-year project implemented by World Vision to address child labor and improve labor rights and working conditions in Honduras, particularly in Valle, Intibucá, Choluteca, and the San Pedro Sula area.(113) Works with the Honduran Government, industry, civil society organizations, and other stakeholders to build the Ministry of Labor’s capacity to ensure remediation of labor law violations related to child labor, freedom of association, acceptable work conditions, and the right to organize and bargain collectively. Targets 5,150 children and youth for improved educational and livelihood opportunities.(113)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Honduras.(114)
Honduran Youth Alliance	USAID-funded project that focuses on long-term gang prevention, including social reintegration of former gang members. Works at the national and local levels with civil society and the private sector to advocate for policy reform, run public awareness campaigns, and provide support for outreach centers for vulnerable youth in high-risk communities, including through recreational, educational, and vocational opportunities.(115)
Strengthening Local Capacity to Build a Culture of Peace (FORPAZ)	USAID-funded project that aims to improve citizen security by turning schools into community centers that provide extracurricular activities for at-risk youth, as well as develop a media campaign that promotes a culture of peace.(115)
Improving Education for Work, Learning, and Success (METAS)	USAID-funded project that aims to increase educational opportunities for at-risk youth through alternative education programs that provide basic educational skills and workforce development training. Promotes increased access to educational opportunities for youth residing in areas known for drug trafficking and gang activity.(115)
Education and Monitoring Program for the Eradication of Child Labor (2012–2015)	\$1.3 million, Government of Spain-funded, 3-year project implemented by ILO-IPEC that aimed to strengthen public policies and government capacity to combat child labor in 19 countries in the Americas, including Honduras. Included the objective of developing information systems on the worst forms of child labor.(116)
Elimination of Child Labor in Latin America (Phase 4) (2011–2015)	\$4.5 million, Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Honduras.(116)

* Program was launched during the reporting period.

† Program is funded by the Government of Honduras.

Although the Government of Honduras funds or participates in social programs that aim to eliminate child labor in forced begging, garbage scavenging, commercial sexual exploitation, and the illegal recruitment of children into gang-related activities, research did not identify programs that specifically target children working in other dangerous activities, such as fishing, mining, and domestic service.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Honduras (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that minimum age protections in the Labor Code extend to agricultural and stock-raising undertakings that do not permanently employ more than 10 workers to ensure consistency with the protections provided in the Code on Childhood and Adolescence.	2013 – 2015
Enforcement	Make information on the level of funding for the labor inspectorate, disaggregated by region, publicly available.	2015
	Ensure adequate funding for the STSS, including resources for sufficient numbers of labor inspectors and labor inspections in areas where child labor is prevalent, such as rural areas and indigenous communities where children engage in hazardous activities in agriculture and fishing or diving.	2010 – 2015
	Ensure all labor inspectors receive training on child labor and make information about the initial training for new criminal investigators publicly available.	2014 – 2015
	Ensure that the two-step inspection system does not undermine effective child labor law enforcement and consider how the system may strain the limited resources of the inspectorate and whether measures should be adopted to reduce any such strain.	2011 – 2015
	Make information publicly available on all the sectors and localities in which inspections are carried out, as well as on the total number of violations found and sanctions imposed and collected as a result of inspections.	2012 – 2015
	Ensure adequate resources for STSS to follow the established procedures for responding to child labor complaints.	2015
	Ensure that there is an effective, reciprocal referral mechanism between the STSS and DINAF for the enforcement of labor laws and the provision of social services for child labor victims, and publicly report on the number of children rescued from child labor who receive social services.	2014 – 2015
	Make publicly available information on the level of funding for criminal law enforcement agencies that respond to crimes concerning the worst forms of child labor, including the number of criminal investigators assigned to child labor.	2015
	Ensure adequate resources are provided to the OSPC to effectively investigate and prosecute crimes concerning the worst forms of child labor.	2014 – 2015
	Make information on the number of criminal investigations, violations, prosecutions, and convictions regarding the worst forms of child labor publicly available.	2015
	Make information on the number of rescued children who receive social services, as well as the number of children referred by social services to criminal law enforcement agencies, publicly available.	2015
Coordination	Ensure DINAF has sufficient resources to effectively carry out its mandates regarding child protection issues.	2015
Social Programs	Increase access to education by increasing funding to schools and building more schools, in particular in rural areas.	2014 – 2015
	Create government programs that aim to eliminate child labor in dangerous activities, such as fishing, mining, and domestic service.	2009 – 2015

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In 2015, India made a moderate advancement in efforts to eliminate the worst forms of child labor. More than 35,000 children were rescued from hazardous work conditions and were rehabilitated by the National Child Labor Project. State governments located approximately 30,000 missing children, including many involved in the worst forms of child labor, during two rescue and rehabilitation operations. The Ministry of Women and Children Development launched the Website Khoya-Paya, which allows parents and the general public to report and search for missing children. However, children in India are engaged in the worst forms of child labor, including in forced labor in the production of hybrid cottonseed and garments. The legal framework is inconsistent with international standards, as it does not prohibit work for children under age 14 or proscribe hazardous work for children under age 18. The law also does not provide legal protection for children working for household-based enterprises.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in India are engaged in the worst forms of child labor, including in forced labor in the production of hybrid cottonseed and garments.(1-4) Table 1 provides key indicators on children's work and education in India.

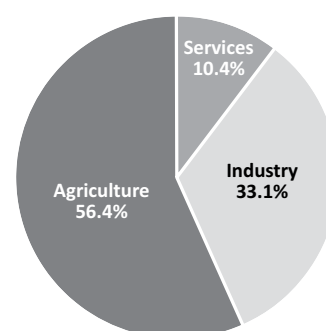
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	1.4 (3,253,202)
Attending School (%)	5-14 yrs.	90.7
Combining Work and School (%)	7-14 yrs.	0.3
Primary Completion Rate (%)		96.2

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Sample Survey, 2011–2012.(6)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including producing hybrid cottonseed and hybrid vegetable seeds,* cultivating and ginning† cotton, cultivating chili pepper,* and harvesting rice, sugarcane, tobacco,*† and tea* (3, 4, 7-17) Processing cashew nuts*† and milling rice (18-20)
Industry	Manufacturing garments,† weaving silk fabric with a handloom,† producing raw silk thread (sericulture),† spinning cotton thread and yarn, embellishing textiles with silver and gold (zari),† weaving carpets,† embroidering textiles,* and sewing beads and buttons to fabric* (1, 17, 21-29) Manufacturing glass bangles,† locks,† and brassware,† and polishing gems† (30-36) Rolling cigarettes (bidis)† and manufacturing incense sticks (agarbatti),† fireworks,† and matches† (37-42) Manufacturing footwear, producing leather goods or accessories,† and stitching soccer balls† (43-48) Producing bricks,† quarrying† and breaking stones,† including sandstone* and granite,*† and mining† and collecting mica*† and coal* (14, 49-59)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work† (60, 61)
	Working in hotels,*† food service,*† bakeries,* and tourism services* (17, 62, 63)
	Street work, including selling food*† and other goods,* and scavenging and sorting garbage*† (20, 48, 64)
	Construction work,*† and repairing automobiles and motorcycles*† (65, 66)
Categorical Worst Forms of Child Labor‡	Forced labor in agriculture, including producing hybrid cottonseed and harvesting sugarcane, both sometimes as a result of human trafficking (3, 67-69)
	Forced labor in rice mills, quarrying stones, and producing bricks (50, 51, 67, 70-74)
	Forced labor in producing garments, spinning cotton thread and yarn,* embroidering silver and gold into textiles (<i>zari</i>), carpets,* leather goods,* plastic goods,* bangles,* and footwear* (24-27, 75-81)
	Forced labor in domestic work and begging,* each sometimes as a result of human trafficking* (17, 60, 61, 67, 82, 83)
	Commercial sexual exploitation, sometimes as a result of human trafficking (67, 84, 85)
	Use in armed conflict as a result of forced recruitment* (67, 86)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are trafficked within India for commercial sexual exploitation and forced labor in domestic service.(17, 61, 67, 85, 87) Children are forced to work as bonded laborers in brick kilns to pay off family debts owed to moneylenders and employers.(88) Children from India's rural areas migrate or are trafficked for employment in industries, such as spinning mills and cottonseed production, where they are forced to work in hazardous environments for little or no pay.(3, 24) Children from marginalized groups, such as low-caste Hindus, members of tribal communities, and religious minorities, are more likely to be victims of forced labor, human trafficking, and commercial sexual exploitation.(67)







Children are reportedly recruited to serve as soldiers in Maoist armed groups in the states of Bihar, Chhattisgarh, Jharkhand, Maharashtra, Odisha, and West Bengal.(67, 86)

Although the primary education completion rate is high in India, many children still face barriers to accessing education. This is particularly due to high rates of teacher absenteeism, the lack of schools in remote and rural locations, and the lack of drinking water and functioning toilets in schools.(74, 89) Children from marginalized groups are sometimes subject to discrimination and harassment from their teachers.(90) Some schools reportedly refuse admission to those children.(74)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

India has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
 ILO C. 182, Worst Forms of Child Labor	
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	Yes	14	Section 3 of the Child Labor Prohibition and Regulation Act (91)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Parts A and B of the Schedule in the Child Labor Prohibition and Regulation Act (92)
Prohibition of Forced Labor	Yes		Section 4 of the Bonded Labor System (Abolition) Act; Sections 370 and 374 of the Penal Code; Section 79 of the Juvenile Justice (Care and Protection of Children) Act (93-95)
Prohibition of Child Trafficking	Yes		Sections 366A, 366B, 370, 372 and 373 of the Indian Penal Code; Section 5 of the Immoral Traffic (Prevention) Act (94, 96)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 366A, 366B, 370A, 372 and 373 of the Indian Penal Code; Sections 4–7 of the Immoral Traffic (Prevention) Act; Sections 13–15 of the Protection of Children from Sexual Offense Act; Section 67B of the Information Technology Act (94, 96-98)
Prohibition of Using Children in Illicit Activities	Yes		Sections 76 and 78 of the Juvenile Justice (Care and Protection of Children) Act; Section 32B(c) of the Narcotic Drugs and Psychotropic Substance Act (95, 99)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes Non-Combat: Yes	18 17	Military Regulations (100-102)
Compulsory Education Age	Yes	14	Section 3 of the Right of Children to Free and Compulsory Education Act (103)
Free Public Education	Yes		Section 3 of the Right of Children to Free and Compulsory Education Act (103)

* No conscription (104)

In 2015, the Government approved a new Juvenile Justice (Care and Protection of Children) Act, which serves to consolidate and amend the previous juvenile justice law. The Act strengthens the legal framework prohibiting the use of children in illicit activities by criminalizing the use of children in the trafficking of drugs.(95) The Juvenile Justice (Care and Protection of Children) Act also mandates that any child in need of care and protection be brought before the Child Welfare Committee. This includes any child age 18 and younger who is found working in prohibited occupations and processes, in excess of permitted working hours, and outside permitted hours of work.(95)

In 2012, amendments to the Child Labor Prohibition and Regulation Act were proposed to set the minimum age for work at 14, proscribe hazardous work for children under age 18, and increase penalties for violations.(105) In 2015, the proposed amendments were revised by the Ministry of Labor and Employment and were re-approved by the Cabinet. The most recent draft includes an exception that allows children under age 14 to work in nonhazardous occupations and outside of school hours.(106) The bill awaits approval by both Houses of Parliament and final approval by the President of India.(107)

The lack of a national minimum age for employment is inconsistent with international standards and probably increases the likelihood that young children will engage in child labor. The minimum age of 15 for hazardous work is also not consistent with international standards.(91) Additionally, regulations for hazardous work do not extend to children working for their families in household-based enterprises. (91)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Government Labor Inspectorates	Enforce state and national labor laws. Refer cases in violation of the law to state police.(48) Refer children to Child Welfare Committees for protection and rehabilitation services.(95)
State and Local Police	Enforce laws pertaining to child labor and human trafficking.(108) Submit information to District Magistrates to determine if a case should be prosecuted in District Court.(109) Refer children to Child Welfare Committees for protection and rehabilitation services.(95)
Anti-Human Trafficking Units	Investigate cases of human trafficking. Established in 226 local police jurisdictions throughout India.(110)
Vigilance Committees	Rescue, release, and rehabilitate bonded laborers and family members. Assembled at the district and subdivision levels by the District Magistrate.(93)
State Revenue Department	Issue release certificates to free bonded laborers and family members from debt.(111)
District Court Magistrates	Prosecute cases involving violations of child labor, forced labor, and human trafficking laws in District Courts.(109)
Child Welfare Committees	Refer children in need of care and protection to welfare services providers under the Integrated Child Protection Scheme, including children involved in hazardous work, begging, and human trafficking, as well as those living on the streets.(95) Established in 619 of India's 660 districts.(112)
Ministry of Home Affairs	Provide guidance and training to all state governments by outlining the specific steps that state police and officials must take when handling cases of child trafficking and forced child labor.(113)
Central Bureau of Investigation's Anti-Human Trafficking Unit	Investigate and prosecute cases involving the kidnapping and trafficking of women and children by professional gangs operating across multiple states. Take on cases by request of, or in agreement with, state governments.(114, 115)

Labor Law Enforcement

In 2015, labor law enforcement agencies in India took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (107)
Number of Labor Inspectors	Unknown	Unknown (107)
Inspectorate Authorized to Assess Penalties	Yes (107)	Yes (107)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	269,628 (116)	143,914 (116)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	1,660 (107)	Unknown (107)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (107)	Yes (107)
Unannounced Inspections Conducted	Yes (107)	Yes (107)
Complaint Mechanism Exists	Yes (107)	Yes (107)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (107)	Yes (107)

The Constitution of India gives state governments primary responsibility for the enforcement of labor laws.(108, 117) While the central government seeks to collect data on child labor violations and prosecutions, this information for 2015 was not yet released during the reporting period. The central government does not collect data on state government funding and employment of labor inspectors.(118) Labor inspection data represent only the number of inspections that were carried out under the Child Labor Prohibition and Regulation Act.(116)

The penalties for violating the Child Labor Prohibition and Regulation Act by employing children include imprisonment for 3 months to 1 year and/or fines ranging from \$160 to \$320. These penalties are insufficient to deter employers from employing children in the worst forms of child labor.(107)

During the reporting period, the minimum wage courts in Andhra Pradesh continued to order employers to pay 10 times the amount of the back wages owed to children working in hazardous and nonhazardous occupations, in addition to other penalties imposed for violating child labor laws.(119, 120)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in India took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (121)
Number of Investigations	3,530 (122)	Unknown
Number of Violations Found	1,737 (122)	Unknown
Number of Prosecutions Initiated	1,545 (123)	Unknown
Number of Convictions	37 (123)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (95)	Yes (95)

The Constitution of India gives state governments primary responsibility for criminal law enforcement, including laws prohibiting the worst forms of child labor.(117) The central government does not systematically collect and publish data on criminal law enforcement across India's states and union territories.(107) The National Crime Records Bureau (NCRB) does collect data on investigations, violations, prosecutions, and convictions involving criminal activities. However, not all state governments report these data to the central government.(124)

In 2015, for the first time, the NCRB published data for the year 2014 on criminal investigations, violations, prosecutions, and convictions related to crimes against children. In 2014, under the Child Labor Prohibition and Regulation Act, there were only 177 investigations, 74 violations, 74 new prosecutions and 48 continuing prosecutions from 2013, and 3 convictions.(122, 123) In 2014, there were 3,353 investigations, 1,655 violations, 471 new prosecutions and 2,161 continuing prosecutions from 2013, and 34 convictions for crimes related to commercial sexual exploitation of children.(122, 123) According to the NCRB, during 2014 there were 90 investigations, 39 violations, 37 new prosecutions and 79 cases continuing prosecutions from 2013, and 5 convictions in cases involving the Bonded Labor System (Abolition) Act; however, these data were not disaggregated for adults and children.(125)

During the reporting period, the National Human Rights Commission organized a regional workshop for the states of Uttar Pradesh and Uttarakhand to train law enforcement officials and Vigilance Committees on the laws prohibiting bonded labor and the process for identification, release, and rehabilitation of bonded laborers.(121)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Central Monitoring Committee	Supervise, monitor, and evaluate actions of the National Child Labor Projects (NCLPs) across India. Some state governments maintain State-Level Monitoring Committees to monitor the NCLPs in their states.(126)
Core Group on Child Labor	Coordinate the integration of social protection programs to reduce child labor. Composed of members from the Ministries of Human Resource Development; Women and Child Development; Housing and Urban Poverty Alleviation; Rural Development; Social Justice and Empowerment; Home Affairs; and community government (<i>Panchayati Raj</i>). Chaired by the Ministry of Labor and Employment (MOLE).(127)
Ministry of Home Affairs' Anti-Human Trafficking Cell	Implement the Government's nationwide plan to combat human trafficking by coordinating with states to establish Anti-Human Trafficking Units and train thousands of officials to combat human trafficking. Requires states to submit quarterly reports to this coordinating body.(48, 108)
National Human Rights Commission	Monitor implementation of the Bonded Labor System (Abolition) Act. Monitor state government actions to identify, release, and rehabilitate bonded laborers through quarterly submissions and exploratory and investigative missions.(128, 129)
National Commission for the Protection of Child Rights	Ensure that all laws, policies, programs, and administrative mechanisms are in accordance with the constitutional protections for children and the UN CRC. Inquire about child rights violations and failures to properly implement laws relating to child protection.(48, 130) Established in all 29 states and in 3 union territories, including Delhi.(131) During 2015, the Bihar State Commission traveled to districts throughout the state to meet with local government officials, village councils, and schools to raise awareness of the value of education.(17)

In 2015, 275 representatives from state and local governments, law enforcement agencies, and civil society, convened to discuss challenges and solutions to human trafficking trends in the Bihar-Jharkhand region, including child labor trafficking. The meeting was hosted by the United States Consulate General Kolkata and a local NGO.(132, 133)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of India has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Policy on Child Labor	Describes actions for combating hazardous child labor for children under age 14, including implementing legislation and providing direct assistance to children.(134)
State Action Plans on Child Labor	Details state governments' activities and programs to eliminate child labor from hazardous industries. Only 10 of 29 state governments have child labor action plans: Andhra Pradesh, Bihar, Gujarat, Jharkhand, Karnataka, Maharashtra, Meghalaya, Orissa, Tamil Nadu, and Telangana.(135-140)
National Policy for Children	Seeks to guide laws, policies, plans, and programs affecting children. Sets out the policy that state governments should take all necessary measures to track; rescue; and rehabilitate child laborers, trafficked children, and other vulnerable children; and to ensure that out-of-school children can access education.(141)
National Skills Development Policy	Includes provisions for alternative education and skill development for child laborers and children removed from the worst forms of child labor.(142)
Twelfth 5-Year Plan (2012–2017)	Details how the Government should implement its social protection schemes, including provisions for education, health, and increased livelihood support. Recommends amending the child labor law so that the minimum age for work is consistent with the compulsory education age.(143)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of India funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
National Child Labor Project (NCLP) Scheme†	MOLE scheme that operates at the district level to identify working children under age 14, withdraw them from hazardous work, and provide them with education and vocational training. Sets up and administers NCLP schools, mainstreams children into formal education, and provides them with stipends, meals, and health checkups.(129) Comprises 5,167 NCLP training centers that accommodate approximately 235,000 children. Between April 1, 2015, and September 30, 2015, rehabilitated 35,148 child workers who were rescued from hazardous work conditions.(129)
Grants-in-Aid Scheme†	MOLE scheme that funds NGOs to set up special training centers in districts that do not have an NCLP Scheme. Identifies child laborers, withdraws children from hazardous work, and provides former child laborers with vocational training and formal education.(129)
Rehabilitation of Bonded Labor Scheme†	MOLE program that rescues and rehabilitates adult and child bonded laborers. Provides rescued bonded laborers with approximately \$312 and offers assistance through additional social protection schemes.(129) Supports the funding of surveys at the district level on the prevalence of bonded labor and the rehabilitation of bonded laborers identified through the surveys.(144) As of May 31, 2014, more than \$12 million was provided to state governments for the rehabilitation of 279,360 bonded laborers.(129)
Integrated Child Protection Scheme †	Ministry of Women and Child Development (MWCD) scheme that provides children in need of protection—including children withdrawn from hazardous work, forced labor, and human trafficking—with food and shelter in children's homes, shelter homes, and open shelters, as well as non-institutional care in foster homes and adoptive families. Provides rehabilitation and reintegration services to rescued children.(131)
Welfare of Working Children in Need of Care and Protection†	MWCD scheme that provides non-formal education and vocational training to street children and working children living in urban areas not covered by MOLE schemes.(145) From 2014 to 2015, projects funded by this scheme were reduced from 89 to 32, as it is being phased out because the Integrated Child Protection Scheme provides similar services under its open shelter component.(131)
Anti-Human Trafficking Activities†	MWCD-operated anti-human trafficking activities, in collaboration with NGOs and state governments.(146) Supports projects to help reintegrate, rehabilitate, and repatriate human trafficking victims, including children, through the <i>Ujjawala</i> scheme. Also provides short-term housing and rehabilitation services, including vocational training for women and adolescent girls, through the <i>Swadhar Greh</i> scheme.(146)
Childline†	MWCD-funded 24-hour toll-free emergency telephone service for children in distress. Includes Childline India Foundation-operated telephone service in cities across India, which connects children in need of assistance with hospitals, child welfare committees, shelter homes, and police.(131) In 2014–2015, granted \$7.8 million to fund Childline services in 283 cities.(131)
TrackChild†	MWCD-implemented online portal that tracks missing children and facilitates information sharing about missing and vulnerable children among stakeholders, including child protection units, police stations, and Child Welfare Committees.(147) In 2015, launched the website <i>Khoya-Paya</i> (Lost and Found), which allows parents and the general public to report and search for missing children.(148)
Testing Methodologies to Support Informal Economy Workers and Small Producers to Combat Hazardous Child Labor in Their Own Sectors*	Irish Aid-funded, 1-year project implemented by the global trade union IndustriALL to build the capacity of informal economy workers to organize themselves and negotiate for better working conditions, including the elimination of hazardous child labor. Targets families working in the sandstone quarry areas of Rajasthan.(151)
Education for All Scheme (<i>Sarva Shiksha Abhiyan</i>)†	Ministry of Human Resource Development (MHRD) scheme that seeks to ensure the achievement of universal elementary education and addresses the education needs of 192 million children, including the provision of appropriate schooling facilities and qualified teachers.(149) Linked to NCLP scheme to ensure children's smooth transition from NCLP schools into the formal education system.(150)
Enhancing Teacher Effectiveness in Bihar Operation*†	Government of Bihar program supported by the World Bank to develop institutions for teacher education, increase the number of qualified elementary school teachers, and improve teacher accountability, including teacher attendance.(151)
Midday Meal Program†	MHRD scheme that provides free lunch to children in government-run primary and upper primary schools, and to NCLP students.(152)
National Rural Employment Guarantee Scheme†	Ministry of Rural Development (MRD) scheme that provides 100 days of employment to every rural adult living below the poverty line. Research has shown that this program can lead to a reduction in child labor and increased household expenditures on children's education.(153, 154)
National Rural Livelihoods Mission †	MRD scheme that enables poor households to access gainful self-employment and skilled wage employment opportunities through social mobilization, institutional building, financial inclusion, and livelihood promotion.(155) Includes projects in 10 districts of 5 states that identify and rehabilitate bonded laborers through the provision of loans and the promotion of alternative livelihoods.(156)

* Program was launched during the reporting period.

† Program is funded by the Government of India.

In 2015, two campaigns were conducted by state governments to rescue and rehabilitate missing children, including many involved in the worst forms of child labor.(157) Many of India's missing children are trafficked for forced and bonded labor, commercial sexual exploitation, and illicit activities.(158) In 2015, trained police personnel identified and rescued 9,146 children in January during Operation Smile and 19,742 children in July during Operation *Muskaan*.(157)

During the reporting period, state governments continued to conduct district-level surveys on bonded labor under the Rehabilitation of Bonded Labor Scheme. However, in surveyed districts, data were not available on the number of victims of bonded labor, including children.(150)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in India (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO C. 182.	2014 – 2015
	Establish a minimum age for employment consistent with international standards.	2009 – 2015
	Increase the minimum age for employment in hazardous occupations to 18 to comply with international standards.	2009 – 2015
	Ensure that relevant child labor laws and regulations apply equally to children working in formal businesses as well as household-based enterprises.	2009 – 2015
Enforcement	Collect and publish national-level data on labor law enforcement, including the number of labor inspectors and the number of penalties issued for child labor law violations.	2014 – 2015
	Increase the penalties for employing children in the worst forms of child labor.	2014 – 2015
	Collect and publish national-level data on the number of criminal investigations, violations, prosecutions, and convictions related to the worst forms of child labor.	2014 – 2015
	Publish disaggregated data on the investigations and prosecutions involving violations for all the laws dealing with the worst forms of child labor.	2009 – 2015
Government Policies	Work with state governments to develop State Action Plans for the elimination of child labor where they do not currently exist.	2011 – 2015
Social Programs	Reduce barriers to education access through programs to address teacher absenteeism, improve school facilities and sanitation, and promote equal access to education for children from marginalized communities.	2014 – 2015
	Make data and findings from district-level bonded labor surveys publicly available.	2009 – 2015

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In 2015, Indonesia made a moderate advancement in efforts to eliminate the worst forms of child labor. The National Task Force to Combat Trafficking in Persons adopted a new 5-year National Action Plan on Preventing Trafficking in Persons that includes the goal of improving social services for victims of human trafficking, including child victims, and strengthening the investigation and prosecution of human trafficking cases. The Government also drafted a sectoral action plan on the elimination of child labor in domestic work, and the national child labor program helped to remove 16,000 children from work, enabling many children to return to school. However, children in Indonesia are engaged in the worst forms of child labor, including in mining and in commercial sexual exploitation. The Ministry of Labor lacks the financial resources and personnel necessary to adequately enforce child labor laws throughout the country, especially in the informal sector. In addition, comprehensive data on law enforcement activities related to child labor, including in its worst forms, are not available for Indonesia.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Indonesia are engaged in the worst forms of child labor, including in mining and in commercial sexual exploitation.(1-7) Data from the 2013 Indonesian Child Profile, published by the Ministry of Women Empowerment and Child Protection, indicate that there are 3.6 million working children between ages 10 to 17.(8) Child labor is predominantly found in rural areas, with 12.5 percent of children ages 10 to 17 working, in comparison to 5.9 percent in urban areas.(8) Table 1 provides key indicators on children's work and education in Indonesia.

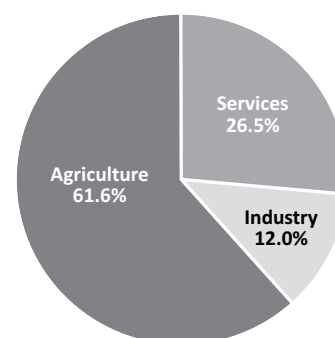
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	3.7 (816,363)
Attending School (%)	10-14 yrs.	92.4
Combining Work and School (%)	10-14 yrs.	2.1
Primary Completion Rate (%)		100.6

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Labor Force Survey (Sakernas), 2010.(10)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of palm oil, including growing,* fertilizing, cutting, spraying, collecting, and loading palm oil fruits* (1, 3, 4, 11-13)
	Planting, watering, harvesting, and applying fertilizer to tobacco (1, 5, 11, 12, 14)
	Production of rubber, including tapping rubber trees* and using acid to thicken latex* (1, 3, 12)
	Fishing, including processing fish and working on offshore fishing platforms† (1, 2, 6, 15-18)
Industry	Mining,† including gold and tin (1, 19-25)
	Construction,*† activities unknown (26)
	Production of footwear (including sandals) (1, 6, 8, 11)
	Production of bricks,* tile,* furniture,* and textiles* (27)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Street work,*† activities unknown (3, 28)
	Driving buses* (6, 29)
	Garbage scavenging*† (6, 30)
	Horse jockeying (31-34)
	Domestic work† (2, 3, 6, 35, 36)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including in the sale, production, and trafficking of drugs,* sometimes as a result of human trafficking* (16, 37)
	Domestic work* and fishing* as a result of human trafficking (1, 7, 38, 39)
	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 3, 7, 16, 40, 41)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Indonesia is primarily a source country for child trafficking. Children, mostly girls, are trafficked internally and abroad for commercial sexual exploitation and domestic work.(3, 7) Girls are also trafficked internally for commercial sexual exploitation near mining operations in several provinces and in the Riau Islands, West Papua, and Bali.(42)

Children are engaged in hazardous work in tin mining, especially in the informal mines of Bangka-Belitung Province. Working at dangerous heights and in deep pits that are prone to landslides, children dig and pan for tin, sometimes operating heavy machinery to separate tin deposits from unwanted materials.(22, 25)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Indonesia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 69 of the Manpower Act; Law on the Ratification of ILO C. 138 (43, 44)
Minimum Age for Hazardous Work	Yes	18	Articles 74 of the Manpower Act; Article 2 of Ministerial Decree No. 235 (44, 45)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Annex F of Ministerial Decree No. 235; Chapter 1 of the Appendix to Presidential Decree No. 59/2002 (45, 46)
Prohibition of Forced Labor	Yes		Article 74 of the Manpower Act; Articles 1–6 and 17 of the Law on the Eradication of the Criminal Act of Trafficking in Persons; Article 83 of the Law on Child Protection (44, 47, 48)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Article 83 of the Law on Child Protection; Articles 1–6 and 17 of the Law on the Eradication of the Criminal Act of Trafficking in Persons (47, 48)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 74 of the Manpower Act; Articles 81 and 82 of the Law on Child Protection; Article 297 of the Penal Code; Section 3 of the Law on the Ratification of the Rights of the Child Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography; Articles 4–12 and 37 of Law on Anti-Pornography (11, 27, 44, 48–51)
Prohibition of Using Children in Illicit Activities	Yes		Article 74 of the Manpower Act; Articles 67, 78, and 89 of the Law on Child Protection (44, 48)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law No. 34/2004 on the Indonesian National Armed Forces (52, 53)
Minimum Age for Voluntary Military Service	Yes	18	Article 28 of Law No. 34/2004 on the Indonesian National Armed Forces (52, 53)
Compulsory Education Age	Yes	15	Article 48 of the Law on Child Protection; Articles 6 and 34 of the Act on the National Education System (48, 54)
Free Public Education	Yes		Article 34 of the Act on the National Education System (54)

In 2015, the Ministry of Labor (MOL) enacted Ministerial Regulation No. 2/2015, which raises the minimum age for employment in domestic work from 15 to 18.(55, 56) The Government previously drafted a Domestic Workers Protection Bill outlining circumstances under which children ages 15 through 17 could perform non-hazardous domestic work; however, it has been on the legislative agenda for several years.(27, 55, 57)

During the reporting period, the Ministry of Marine Affairs and Fisheries issued Ministerial Regulation No. 35/2015 on Human Rights Certification in the Fishery Industry, which supports laws protecting children from hazardous work on fishing ships by declaring that businesses in this industry must adhere to minimum age requirements and forced labor requirements.(27, 39, 58)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL) Directorate General of Labor Development and Supervision	Monitor and enforce child labor laws.(8) Provide information to employers on child labor laws and regulations, report child labor violations, and work with law enforcement officials to prosecute child labor violations.(11) Refer children found during inspections to the local Women's Empowerment and Family Planning Body or to the Integrated Service Center for Empowering Women and Children to access appropriate social services.(8)
National Police, Including Women and Children's Service Unit	Conduct inspections and raids and make arrests in response to all crimes, including those related to forced child labor and trafficking, commercial sexual exploitation, and children participating in illicit activities.(12, 16)
MOL Directorate of Norms Supervision of Women and Child Workers	Receive child labor complaints by telephone, fax, or e-mail.(8)
Ministry of Women Empowerment and Child Protection (MOWECP)	Coordinate the provision of social services to children, including those involved in child labor. Operate a children's helpline to receive complaints on child protection.(36)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Indonesia took actions to combat child labor, including its worst forms (Table 6).

Indonesia

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$29,900,000 (59)	Unknown (36)
Number of Labor Inspectors	2,400 (8)	1,918 (36)
Inspectorate Authorized to Assess Penalties	Yes (8)	Yes (36)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (8)	Yes (36, 60)
■ Training on New Laws Related to Child Labor	Unknown	Yes (27)
■ Refresher Courses Provided	Yes (8)	Yes (36)
Number of Labor Inspections	Unknown (8)	Unknown (36)
■ Number Conducted at Worksite	Unknown (8)	Unknown
■ Number Conducted by Desk Reviews	Unknown (8)	Unknown
Number of Child Labor Violations Found	Unknown (8)	Unknown (36)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (8)	Unknown (36)
■ Number of Penalties Imposed That Were Collected	Unknown (8)	Unknown (36)
Routine Inspections Conducted	Unknown	Yes (27, 36)
■ Routine Inspections Targeted	Unknown	Yes (36)
Unannounced Inspections Permitted	Yes (8)	Yes (36)
Unannounced Inspections Conducted	Yes (8)	Yes (36)
Complaint Mechanism Exists	Yes (8)	Yes (36)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (36)

According to the ILO's recommendation of one inspector for every 15,000 workers in less developed economies, Indonesia should employ roughly 8,160 inspectors in order to adequately enforce labor laws throughout the country. The Government of Indonesia, the ILO, and NGO officials have also noted that labor inspectors are not provided with sufficient resources to carry out labor inspections effectively.(8, 36, 61-64) Due to these constraints, the MOL often encourages NGOs to take action directly with families and employers and to perform spot inspections on homes and workplaces to determine whether school-aged children are at school.(36) The Government reported that to gradually increase the number of labor inspectors, a yearly budget is allocated to provide basic training for at least 60 new employees.(60) The MOL provides 4 months of training to labor inspectors and 2 months of training to civil servant investigators, with specific instruction on issues relating to the worst forms of child labor.(36) The ILO also provides labor inspectors with a guidebook that addresses the worst forms of child labor.(36)

MOL inspectors have the authority to conduct unannounced inspections in all sectors; however, NGOs report that inspectors sometimes give companies advance notice of site visits, which may limit the effectiveness of those inspections.(36) In addition, despite the fact that inspectors have inspection authority in the informal sector, in practice, inspectors tend to focus their efforts on formal workplaces, while relying on NGOs and social workers to inform them of child labor violations in private homes or farms.(36) Children identified in situations of child labor during inspections can be referred to the local Women's Empowerment and Family Planning Body or the Integrated Service Center for Empowering Woman and Children to receive appropriate social services.(8)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Indonesia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	Yes (36)
Number of Investigations	Unknown (8)	Unknown (36)
Number of Violations Found	Unknown (8)	Unknown (36)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Prosecutions Initiated	Unknown (8)	Unknown (36)
Number of Convictions	Unknown (8)	Unknown (36)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (65)	Yes (36)

Special police units, which focus exclusively on crimes against women and children, are responsible for enforcing laws related to child labor. The Indonesian National Police provides training to members of these special units on the prevention and investigation of cases involving the worst forms of child labor.(36) In addition, the IOM facilitated several training workshops on combating human trafficking for Government officials, NGO representatives, and police in Sukabumi and Cianjur, two major source districts in West Java.(39) Although progress has been made in raising awareness about human trafficking among law enforcement authorities, the National Task Force to Combat Trafficking in Persons reports indicate that some members of the police and prosecutors are still unfamiliar with anti-trafficking legislation and are unclear about their enforcement role, especially in remote regions.(27, 59, 66)

Comprehensive data on law enforcement activities related to the worst forms of child labor are unavailable; however, in 2015, officials initiated prosecutions against several alleged perpetrators of relevant crimes. These prosecutions involved a local government official who is accused of trafficking a girl to work as a nanny in Malaysia; an illegal women's shelter owner and alleged accomplices charged with recruiting at least four girls for commercial sexual exploitation in hotels in Jakarta; and two businessmen charged with operating an online prostitution syndicate that led to the commercial sexual exploitation of numerous women and girls.(39) All prosecutions were ongoing at the close of the reporting period.(39)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Provincial-level and District-level Child Labor Committees	Coordinate and monitor policy and program efforts and develop action plans to eliminate the worst forms of child labor at the local level.(67) The country has 33 provincial action committees and 162 district-level committees.(8)
National Task Force to Combat Trafficking in Persons	Coordinate the country's anti-trafficking efforts, including child trafficking.(8) Chaired by the Ministry for People's Welfare, with direction from the Ministry of Women Empowerment and Child Protection. Coordinates the Task Force across 19 ministries and 5 state agencies.(65) Includes six working groups that develop action plans and budgets for programs to address trafficking in persons.(68) In 2015, facilitated the growth of local government task forces responsible for carrying out anti-trafficking activities at the district level, increasing the number of task forces from 166 in 2014 to 191 in 2015.(39)
Provincial and District Task Forces for the Prevention and Handling of Human Trafficking	Coordinate prevention and anti-trafficking efforts at the local level.(69) Commonly chaired by the local Integrated Service Center for Women and Children or the local Office of Social Affairs, and currently operating in 31 out of 34 provinces and 191 out of 497 districts.(39)
Subtask Force on the Prevention of Child Participation in Trafficking in Persons	Organize regular coordination meetings, provide technical training, and produce publications on the prevention of trafficking in persons. Chaired by the Ministry of Education and Culture Director for Early Childhood, Nonformal, and Informal Education, with members from six ministries, the police, JARAK (network of NGOs working for the elimination of child labor), the Indonesian Journalists Alliance, and the National Commission on Child Protection.(8)
Indonesian Child Protection Commission	Disseminate information related to child protection, including child labor legislation; receive complaints, including those that pertain to child labor; monitor and evaluate the implementation of child protection efforts; and provide feedback on child protection to the President of Indonesia.(70)

During the previous reporting period, the Government dissolved the National Action Committee (NAC) for the Elimination of the Worst Forms of Child Labor pursuant to the adoption of the Roadmap for the Acceleration of Making Indonesia Free of Child Labor by 2022 and reverted the functions of the NAC to the MOL.(59) Although the Minister has publicly affirmed the MOL's commitment to mainstream the elimination of child labor into broader national policies, as called for in the Roadmap, the Government no longer maintains a formal mechanism to coordinate its efforts to address child labor.(36) Provincial and district-level action child labor committees have not been officially dissolved, but research found that many are no longer functioning due to lack of funding from local governments.(27)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Indonesia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan (NAP) for the Elimination of the Worst Forms of Child Labor (2002–2022)	Provides a policy framework for the elimination of child labor in three operational phases.(12, 71-73) Specific activities include improving data collection on the worst forms of child labor, increasing awareness-raising and advocacy efforts, and formulating regulations and policies to prohibit the worst forms of child labor.(46)
National Action Plan on Preventing Trafficking in Persons (2015–2019)†	Guides the work of the National Task Force to Combat Trafficking in Persons. Includes the following goals: improve health and social rehabilitation services and repatriation and social reintegration services for human trafficking victims; update anti-human trafficking regulations; strengthen the investigation of human trafficking cases and the prosecution of perpetrators; and enhance coordination among task force members and between national and international stakeholders.(39)
Roadmap Toward a Child Labor-Free Indonesia in 2022 (2014–2022)	Supports implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labor. Aims to mainstream the elimination of the worst forms of child labor into relevant national policies; strengthen coordination between stakeholders at the national, provincial, and district levels; and enhance the capacity of stakeholders to eradicate child labor.(8, 74) Jointly developed by the Ministry for National Development Planning, the ILO, international organizations, local NGOs, and the MOL, which serves as the lead coordinator.(8) Integrated into the Mid-Term Development Plan as part of a comprehensive policy to address child labor.(36) In 2015, inaugurated a new Child-Labor Free industrial zone in Gianyar, Bali. The MOL may establish Child Labor-Free Zones following a series of targeted inspections in the area in question.(36)
Association of Southeast Asian Nations (ASEAN) Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) (2015)†	Establishes a regional anti-trafficking framework among 10 ASEAN member states, including Indonesia, to improve coordination on investigation and prosecution of human trafficking cases and enhance assistance for victims. Unanimously adopted in June 2015, the Convention was signed by the relevant heads of state on November 21, 2015.(75, 76)
UN Partnership for Development Framework (2011–2015)	Tracked the Government's ability to implement the NAP effectively. Measured the number of district action committees and action plans formed, the number of provincial child labor monitoring systems developed, and the number of district child labor committees with youth and women representatives.(77)

† Policy was approved during the reporting period.

In 2015, a body of tripartite constituents developed a draft sectoral action plan to eliminate child labor in domestic work. This action plan has been submitted to the relevant authorities and it awaits review and potential endorsement.(78) Also during the reporting period, the Minister of Labor declared that all districts and cities in Indonesia must be in compliance with the child-friendly district guidelines established in the Law on Child Protection by 2022. The guidelines require districts to expand access to education and public health services for vulnerable children and to enforce child labor laws, among other child protection measures.(36)

The National Task Force to Combat Trafficking in Persons notes that some Provincial and District Task Forces to Combat Trafficking in Persons lack plans of action to effectively guide efforts to eliminate the trafficking of women and children.(27, 66)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Indonesia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Reducing Child Labor to Support the Family Hope Program (<i>Pengurangan Pekerja Anak-Program Keluarga Harapan</i>)†	MOL program that removes child laborers ages 7 to 15 from their workplaces and temporarily places them in shelters to receive counseling, remedial education for reentry into school, and financial assistance of approximately \$21 each month.(8, 12, 79) In 2015, the program reached its target of 16,000 child laborers removed from work during the year, and the MOL reports that 90 percent of those children returned to school.(36)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Family Hope Program (<i>Program Keluarga Harapan</i>)†	Ministry of Social Affairs (MOSA)-managed conditional cash transfer program, which provides services for child laborers who have dropped out of school. Targets the poorest 5 percent of the population and provides cash assistance to families that meet the education criteria, including school enrollment and attendance.(68, 80, 81) In 2015, assisted 3,500,000 families.(27) Research shows that conditional cash transfer programs have slightly reduced child labor in Indonesia.(82)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the National Government and develop strategic policies to address the elimination of child labor and forced labor, improve the evidence base on child labor and forced labor through data collection and research, and strengthen legal protections and social services delivery for child domestic workers in Indonesia. In 2015, published the results of a sectoral survey on child labor in tin mining.(25, 83)
PROMOTE: Decent Work for Domestic Workers to End Child Domestic Labor (2012–2017)	\$5 million, USDOL-funded 4-year program implemented by ILO-IPEC. Expands legal protections for child domestic workers, builds capacity of domestic worker organizations to address child domestic work, and promotes national and regional knowledge, awareness, and research of domestic service.(35) In 2015, convened a workshop during which key stakeholders developed a draft sectoral action plan to eliminate child labor in domestic work in Indonesia.(55)
Combating Child Labor Through Skills Training for Older Children (2014–2015)	\$2.6 million, Government of the Netherlands-funded, 1-year global project implemented by the ILO that aimed to combat child labor by enhancing access to decent work for children who have reached the minimum age of employment.(84, 85) In Indonesia, key achievements included the development of a training model to build the capacity of skills training providers and the provision of vocational training for children ages 15–17 who are engaged in or are vulnerable to child labor.(85)
Child Trafficking Services†	MOSA and other government agency program that provides social rehabilitation and shelter services for child victims of trafficking.(65, 66)
West Java and Bandung Municipality Street Children Program†	West Java provincial government and municipality of Bandung programs to assist street children.(71)
Child Social Welfare Program (<i>Program Kesejahteraan Sosial Anak</i>)†	MOSA-administered conditional cash transfer program, which provides conditional cash transfers to street children, abandoned children and infants, children facing criminal charges, and children with disabilities. Also provides grants to implementing partners for the reintegration of trafficked children.(8, 12, 16)
Family Welfare Card (<i>Kartu Keluarga Sejahtera</i>)†	Ministry of People's Welfare initiative to integrate all cash transfer assistance programs into one government program. Provides a bank account to each household in the assistance programs, including the fund for children's education and health.(8)
Social Protection Cards (<i>Kartu Perlindungan Sosial</i>)†	Government program that provides a social protection card for beneficiaries to access social protection programs, such as Unconditional Cash Transfer, Rice for the Poor, and Education Scholarships.(80)
Unconditional Cash Transfer Program (<i>Bantuan Langsung Semetara Masyarakat</i>)†	Government unconditional cash transfer program to enhance livelihoods of the poorest families.(80)
Rice for the Poor (<i>Raskin</i>)†	Government-subsidized food program that provides rice for the poorest 25 percent of households.(80)
Block Grants for Schools (<i>Bantuan Operasional Sekolah</i>)†	Government block grant program that compensates schools for the loss of income incurred when waiving fees to ensure free education for poor and vulnerable children in primary, junior secondary, and senior high schools.(12, 86) In 2015, provided approximately \$411.3 million in grants to senior high schools and senior vocational schools to accelerate progress toward the government goal to achieve a 97 percent senior high school attendance rate by 2020.(8, 27)
Minimum Service Standards of Basic Education Program	Aims to improve access to quality public education by limiting the distance of elementary and junior secondary schools from children's households, by specifying minimum teacher-student ratios, and by identifying minimum teacher education qualifications.(87)
UNICEF Country Program (2011–2015)	Program that supported the Government of Indonesia in realizing the rights of children, especially the most vulnerable. Contributed to priorities identified in the National Plan of Action for Children and Women and the Government National Midterm Development Plan (2010–2014).(88)

† Program is funded by the Government of Indonesia.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Indonesia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the number of labor inspectors responsible for enforcing laws related to child labor to provide adequate coverage of the workforce and provide sufficient funds for labor inspections.	2010 – 2015
	Strengthen enforcement capacity to conduct unannounced inspections and to address child labor protections for children who are self-employed and children who are working in the informal sector.	2014 – 2015
	Make information publicly available on the level of funding for the labor inspectorate; the number of child labor law investigations conducted, the number of violations found, and the number of penalties imposed and collected; and the number of criminal investigations, violations, prosecutions, and convictions for crimes relating to the worst forms of child labor.	2009 – 2015
	Provide additional training for police officers and prosecutors on anti-trafficking legislation and clarify their roles and responsibilities in enforcing these laws.	2013 – 2015
Coordination	Clarify how the Government of Indonesia coordinates interagency efforts to address the worst forms of child labor at both the national and local level, following the liquidation of the National Action Committee.	2015
Government Policies	Create provincial and district plans of action on the elimination of trafficking of women and children.	2013 – 2015
Social Programs	Conduct research to determine the types of activities carried out by children working in construction and street work to inform policies and programs.	2014 – 2015

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indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.

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In 2015, Iraq made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a new Labor Law, which establishes a new complaint mechanism at the Ministry of Labor and Social Affairs to receive and investigate child labor complaints. The Government also provided financial support for low-income families with the condition that their children remain at school. However, children are engaged in the worst forms of child labor, including in armed conflict. Child labor laws are not sufficiently enforced and criminal law enforcement information remains unavailable. The Government continues to lack programs that target children in relevant worst forms of child labor, particularly those used by armed groups.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Iraq are engaged in the worst forms of child labor, including in armed conflict.(1-9)
Table 1 provides key indicators on children's work and education in Iraq.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	5.3 (454,330)
Attending School (%)	5-14 yrs.	75.0
Combining Work and School (%)	7-14 yrs.	4.2
Primary Completion Rate (%)		66.7

Source for primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of rice,* wheat,* orchard fruits,* and vegetables* (12, 13)
	Herding water buffalo* and other livestock* (12, 13)
	Fishing,* activities unknown (12, 13)
Industry	Making bricks* (6, 12, 14, 15)
	Working in steel factories* (15)
	Working in plastic recycling factories* (14)
Services	Street work, including selling goods, washing cars, sweeping the streets,* picking up trash,* begging,* and shining shoes* (12, 13, 15-18)
	Working at gas stations and auto repair shops (6, 13, 16, 19)
	Scavenging at dump sites* (13, 20)
Categorical Worst Forms of Child Labor†	Forced begging sometimes as a result of human trafficking* (2, 7, 21)
	Domestic work as a result of human trafficking* (2, 22)
	Use in armed conflict, sometimes as a result of forced recruitment (1-9)
	Commercial sexual exploitation sometimes as a result of trafficking (2, 15, 22-25)

* Evidence of this activity is limited and/or extent of the problem is unknown.

† Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Da'esh (also known as the Islamic State of Iraq and the Levant (ISIL)) recruited children and used them in combat operations, including as informants, human shields, suicide bombers, bomb makers, executioners, in creating propaganda materials, and manning checkpoints.(1-3, 6, 8) In 2015, *Da'esh* continued to abduct boys and forced them to participate in military training.(26) *Da'esh* also continued forced military training of boys abducted in Iraq in 2014, who were then trafficked to Syria.(27, 28) UN and media reporting indicate that armed groups involved in the conflict against *Da'esh* recruited and used children in combat, including as part of the Popular Mobilization Forces.(1, 4, 8) Research found no evidence of the Government recruiting children into the Iraqi Security Forces.(6) According to UN reports, in June 2015 the Ministry of Youth and Sports sent a letter to all directorates encouraging the use of youth clubs for military training of children.(29)

Throughout the country, some girls are subjected to commercial sexual exploitation by their families, who seek financial gain through temporary marriages.(2, 24) This practice involves a dowry paid to the girl's family and an agreement to dissolve the marriage after a predetermined length of time.(30) *Da'esh* fighters subjected girls, primarily from the Yezidi community, but also from other ethnic and religious groups, to commercial sexual exploitation, forced marriages, or forced domestic work in Iraq and Syria.(21, 31-33) Limited evidence points to trafficking of girls from Iran into the Iraqi Kurdistan Region for commercial sexual exploitation.(7)




Children faced barriers accessing education because of attacks on schools, including the targeting of teachers and school personnel, and the use of schools as shelters by internally displaced persons (IDPs) and as detention centers by *Da'esh*.(5, 22, 25) As of August 2015, approximately 42 percent of Syrian refugee children remained out of school in Iraq.(34) For these refugees, the majority of whom live in the Kurdistan Region, access to education was limited because of school-related costs, such as transportation and uniforms, as well as security concerns, and language issues because most classes in the Kurdistan Region are taught in Kurdish and not Arabic.(35)

In 2015, Iraq continued to witness large-scale violence perpetrated by *Da'esh*. As of June, Iraq hosted more than 295,000 refugees and asylum seekers, from Syria and elsewhere, and more than 3.9 million IDPs, including children.(36) Refugee and IDP children are more vulnerable to child labor.(6)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Iraq has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Work	Iraq and Kurdistan Region	Yes	15	Article 90.1 of the Labor Law (37)
Minimum Age for Hazardous Work	Iraq and Kurdistan Region	Yes	18	Articles 90.2 and 91.1 of the Labor Law (37)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Related Entity	Yes/No	Age	Related Legislation
Prohibition of Hazardous Occupations or Activities for Children	Iraq and Kurdistan Region	Yes		Article 91.2 of the Labor Law; Ministry of Labor's Instruction 19 of 1987 (37, 38)
Prohibition of Forced Labor	Iraq	Yes		Articles 91.3(a) and 91.4 of the Labor Law; Articles 1 and 6 of the Law to Combat Human Trafficking (37, 39)
	Kurdistan Region	Yes		Articles 91.3(a) and 91.4 of the Labor Law (37)
Prohibition of Child Trafficking	Iraq	Yes		Articles 91.3(a) and 91.4 of the Labor Law; Articles 1 and 6 of the Law to Combat Human Trafficking (37, 39)
	Kurdistan Region	Yes		Articles 91.3(a) and 91.4 of the Labor Law (37)
Prohibition of Commercial Sexual Exploitation of Children	Iraq and Kurdistan Region	Yes		Articles 91.3(b) and 91.4 of the Labor Law; Articles 399 and 403 of the Penal Code (37, 40)
Prohibition of Using Children in Illicit Activities	Iraq and Kurdistan Region	Yes		Articles 91.3(c) and 91.4 of the Labor Law (37)
Minimum Age for Compulsory Military Recruitment	Iraq and Kurdistan Region	N/A*		
Minimum Age for Voluntary Military Service	Iraq and Kurdistan Region	Yes	18	Section 6(2) of the CPA Order 22 (41)
Compulsory Education Age	Iraq	Yes	12‡	Articles 8.1.1 and 11.1 of the Education Law; Article 1.3 of the Law on Compulsory Education (42, 43)
	Kurdistan Region	Yes	15	Articles 6 and 10 of the Kurdistan Regional Government Ministry of Education Law (44)
Free Public Education	Iraq	Yes		Article 34.2 of the Constitution; Article 9 of the Education Law (42, 45)
	Kurdistan Region	Yes		Article 10 of the Kurdistan Regional Government Ministry of Education Law (44)

* No conscription (41)

‡ Age calculated based on available information

The Kurdistan Regional Government (KRG) must endorse laws passed by the Government of Iraq after 1991 for such laws to enter into force in the Kurdistan Region, which comprises the provinces of Erbil, Dahuk, and Sulaymaniyah.(21, 46) Because the KRG has not endorsed the Law to Combat Human Trafficking, it is not enforced in the Kurdistan Region.(44, 47) Research could not find a KRG law prohibiting child trafficking.

Article 1 of the Law to Combat Human Trafficking requires force or coercion to be present as an element of the crime of child trafficking, which is inconsistent with Article 3 of the Palermo Protocol.(39)

The Government adopted a new Labor Law in 2015, which entered into force in 2016, and eliminates the prohibition on using children in illicit activities, which previously existed in the old Labor Law. It also eliminates the prohibition on compulsory recruitment of children for armed conflict.(48) Therefore, children who are being compulsorily recruited and used in armed conflict are not protected.

Under Articles 8 and 11 of the Iraqi Education Law and the Law on Compulsory Education, children are required to attend primary school for 6 years, which is typically up to age 12.(42, 43, 49) This standard makes children ages 12 to 15 particularly vulnerable to child labor, as they are not required to be in school, yet they are not legally permitted to work. In the Kurdistan Region, children are required to attend primary school for 9 years, which is typically up to age 15.(44)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Affairs (MOLSA)	Enforce child labor laws and regulations through its Child Labor Unit. Conduct research on child labor through its Childhood Welfare Authority.(6)
Kurdistan Regional Government (KRG) Ministry of Labor and Social Affairs	Enforce child labor laws and regulations in the Iraqi Kurdistan Region. KRG Ministry of Interior's Police units play a supporting role in the daily activities of the Ministry.(6)
Ministry of Interior	Enforce criminal laws on the worst forms of child labor. Collaborate with MOLSA, the Iraqi Industries Federation, and the Confederation of Trade Unions to conduct inspection campaigns.(6) Maintain a hotline for victims of human trafficking that is routed directly to the Ministry's Anti-Trafficking Department.(6)
KRG Committee in Erbil*	Investigate cases of commercial sexual exploitation and human trafficking.(7)

* Agency responsible for child labor enforcement was created during the reporting period.

Labor Law Enforcement

In 2015, law enforcement agencies in Iraq took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	Unknown	120 (6)
Inspectorate Authorized to Assess Penalties	Unknown	Yes (6)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown (6)
■ Training on New Laws Related to Child Labor	Unknown	Unknown (6)
■ Refresher Courses Provided	Unknown	Unknown (6)
Number of Labor Inspections	Unknown	21,794‡ (6)
■ Number Conducted at Worksites	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	60‡ (6)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Yes (6)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (37)	Yes (37)
Unannounced Inspections Conducted	Unknown	Yes (6)
Complaint Mechanism Exists	Unknown	Unknown (33)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

‡ Data are from January 1, 2015 to November 30, 2015.

Although information on MOLSA's exact funding was unavailable, MOLSA officials stated that their funding was limited, and that in 2015 they lacked sufficient transportation and fuel to effectively enforce child labor laws. In addition, due to the conflict against *Da'esh*, MOLSA had no access to large areas of the country, including the Anbar and Ninewa provinces.(6) In 2015, MOLSA employed 120 labor inspectors to enforce child labor laws outside the Kurdistan Region.(6) According to the ILO recommendation of one inspector for every 15,000 workers in industrializing economies, Iraq should employ about 593 inspectors to adequately enforce labor laws throughout the country, and therefore, the number of labor inspectors in Iraq does not satisfy this recommendation.(6, 50-52) Due to the conflict, however, it is unclear how many workers may be in territories outside of the Government control.

The Labor Law of 2015 requires MOLSA to establish a child labor complaint mechanism and investigate complaints.(48) Child labor law enforcement data in the Kurdistan Region and the number of inspectors in the KRG Ministry of Labor and Social Affairs are unavailable.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Iraq took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown (6)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown (6)
■ Refresher Courses Provided	Unknown	Yes (7)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown (6)
Number of Prosecutions Initiated	Unknown	Unknown (6)
Number of Convictions	Unknown	Unknown (6)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

In 2015, the Ministry of Interior employed two to three inspectors for each of the 15 provinces, excluding the three provinces in the Kurdistan Region and areas under *Da'esh* control.(6) The Ministry of Interior held training sessions for its staff on identification of human trafficking victims. Government officials, including KRG representatives, participated in training sessions on identifying human trafficking victims and investigating such cases.(7) While comprehensive information was unavailable, research found evidence that authorities investigated six individuals suspected of child trafficking in Baghdad. The Government convicted one individual of child trafficking in Karbala.(7)

KRG officials charged three individuals suspected of child trafficking.(7) Research did not discover other information of criminal law enforcement in the Kurdistan Region. In 2015, child victims of human trafficking and forced labor faced prosecution for acts committed while being trafficked and underwent deportation proceedings.(2, 32)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Interministerial Committee on Child Labor	Coordinate overall government efforts to combat child labor, research policies regarding child labor, and design and manage projects. Members include MOLSA; and the Ministries of Interior; and Ministries of Health; Education; and Foreign Affairs.(6)
Joint Committee on Street Children	Coordinate the implementation of measures for removing and rehabilitating street children. Members include MOLSA and the Ministry of Interior.(23)
Central Committee to Combat Trafficking in Persons	Oversee implementation of the Law to Combat Human Trafficking and serve as the national coordinating body on trafficking in persons. Includes representatives from the Ministries of Health; Finance; Migration and Displacement; MOLSA; Human Rights; and Justice; as well as the State Ministry for Women's Affairs; the Council of Ministers Secretariat; the High Commission on Human Rights; and a representative from the KRG Ministry of Interior.(6) In August 2015, the Prime Minister abolished the Ministries of Human Rights and State Ministry for Women's Affairs.(33) In 2015, the Committee met several times in the presence of KRG representatives. KRG officials stated that despite attending meetings, the Committee did not fully engage them in all efforts to combat human trafficking.(7) The Committee held training courses on combatting human trafficking and the provision of assistance to victims. It formed a working group to draft the procedures for referring victims of human trafficking to assistance.(7)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Iraq has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Coalition Provisional Authority Order No. 89	Calls for programs to be designed to prevent the engagement of children in the worst forms of child labor; to provide direct assistance for the removal of children in these labor situations; and to ensure that children have access to basic education.(37) The Labor Law of 2015, which came into effect in February 2016 and repealed Order 89, includes many of the same protections.(48)
National Action Plan on Human Rights	Establishes goals and discrete steps to be taken in specific timeframes to promote and protect human rights as a core value, in line with recommendations adopted by Iraq following its submission to the Universal Periodic Review. The Action Plan recognizes Iraq's obligations to international conventions, including the CRC and its optional protocols and ILO C.182 and C.138 with respect to child labor, and states that such conventions may be applied in Iraqi courts.(53) Sets an action plan to fulfill the right to education in Iraq, including through financial incentives to families living in poverty, to encourage completion of primary- and secondary-level education.(53)

VI. SOCIAL PROGRAMS TO ADDRESS OF CHILD LABOR

In 2015, the Government of Iraq funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Rights Hotline	Operated by the KRG to receive calls for advice or complaints with respect to children's rights.(54)
Informal Education‡	Government-supported informal education systems, including evening school programs and fast education mode, to encourage children ages 12 to 18 who have dropped out of school to continue their education.(23)
Programs for Vulnerable Populations	Programs funded by international organizations and foreign donors, including the United States, to address the needs of vulnerable populations, such as IDPs and refugees at risk of the worst forms of child labor.(47)
Shelters for Human Trafficking Victims‡	MOLSA-operated shelter for human trafficking victims, including children involved in the worst forms of child labor in Baghdad; other facilities are in Basrah, Ninewa, and Kirkuk provinces.(47) The KRG operated three shelters for female victims of human trafficking and violence.(19)
Action to Protect and Assist Vulnerable and Exploited Migrant Workers (2013-2016)	\$1.8 million EU and Italian Ministry of Interior-funded, 2-year regional project implemented by the IOM in five countries to build the capacity of governments and civil society organizations to apply international standards to migrant workers, provide assistance to migrant workers, raise awareness among the workers of their rights, and reduce bias and discrimination in the general public against migrant workers.(55, 56)

‡ Program is funded by the Government of Iraq.

The Government opened a shelter in Baghdad for male and female victims of human trafficking.(33)

In 2015, the Inter-ministerial Committee on Child Labor provided vocational training to children ages 15 to 17 to prevent their involvement in child labor. The Committee also held a child labor awareness-raising campaign targeting street-based children, and included these children in its social services programs.(6) MOLSA provided financial assistance to low-income families with the condition that their children remain at school.(6)

Research found no evidence of specific programs targeting children engaged in commercial sexual exploitation, brickmaking, or armed conflict.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Iraq (Table 9).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the laws prohibit child trafficking in all parts of Iraq, including the Kurdistan Region.	2015
	Ensure that child trafficking laws do not require a showing of force, coercion, or threat, in accordance with international standards.	2015
	Ensure that the law criminally prohibits the use of children in illicit activities, including in the production and trafficking of drugs.	2015
	Ensure that the law criminally prohibits compulsory recruitment of all children under 18, the voluntary recruitment of children under 15 by non-state groups, and the use of all children in hostilities.	2013 – 2015
	Increase the age of compulsory schooling to at least 15, the minimum age for work.	2009 – 2015
Enforcement	Make publicly available information on the funding of the labor inspectorate; the training for labor inspectors; the number of inspections conducted at worksites and by desk review; the numbers of penalties and whether they were collected; whether routine inspections were targeted; and whether a reciprocal referral mechanism exists between labor authorities and social services.	2011 – 2015
	Increase the number of labor inspectors and ensure adequate funding to effectively enforce legal protections against child labor, including its worst forms.	2011 – 2015
	Make publicly available information on child labor inspections in the Kurdistan Region.	2011 – 2015
	Make publicly available information on the training of criminal investigators, the number of investigations, violations, prosecutions, and convictions, and whether a reciprocal referral mechanism is in place between criminal authorities and social services.	2013 – 2015
	Make publicly available information on criminal law enforcement on the worst forms of child in the Kurdistan Region.	2013 – 2015
	Ensure that child victims of human trafficking are not prosecuted.	2015
Coordination	Ensure sufficient coordination between the central Government and the Kurdistan Regional Government, particularly in efforts to combat human trafficking.	2014 – 2015
Social Programs	Ensure children are discouraged from enlisting into armed groups and receiving military training.	2015
	Ensure universal access to education, including for refugee and internally displaced children.	2013 – 2015
	Implement programs to address relevant child labor sectors in Iraq, such as commercial sexual exploitation and brickmaking.	2010 – 2015
	Implement programs to demobilize and reintegrate children engaged in armed groups.	2009 – 2014

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Jamaica

MODERATE ADVANCEMENT

In 2015, Jamaica made a moderate advancement in efforts to eliminate the worst forms of child labor. During the year, the Government approved the National Action Plan to Combat Human Trafficking, which outlines goals for assisting victims of human trafficking and child labor and increasing awareness of trafficking violations through public education. In addition, the Government's special Multi-Agency Strategic Development Child Protection Program ran a center to assist victims of the worst forms of child labor. However, children in Jamaica are engaged in child labor, including in street work and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Although the Government has laws prohibiting the use of children in some illicit activities, it does not prohibit the use, procurement, and offering of children for drug trafficking and production. In addition, programs to combat child labor are insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Jamaica are engaged in child labor, including in street work.(1, 2) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(2-4) Table 1 provides key indicators on children's work and education in Jamaica.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	5.4 (28,298)
Attending School (%)	5-14 yrs.	99.4
Combining Work and School (%)	7-14 yrs.	6.2
Primary Completion Rate (%)		96.6

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from Multiple Indicator Cluster Survey 4, 2011.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (2, 3, 7)
	Fishing,* activities unknown (1, 8)
Industry	Construction,*† activities unknown (2)
Services	Garbage scavenging,* items include scrap metal* (2, 9)
	Working in shops and markets (1, 2, 8)
	Street work, including begging† and vending (1, 3, 10)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 3, 7, 10, 11)
	Forced labor in domestic work (2)
	Use in Illicit activities, including executing financial scams* and serving as drug couriers and dealers* (12-14)

* Evidence of this activity is limited and/or the extent of the problem is unknown.




† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Jamaica has ratified all key international conventions concerning child labor, including its worst forms (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 34(1) of the Child Care and Protection Act (15, 16)
Minimum Age for Hazardous Work	Yes	18	Article 34(3) of the Child Care and Protection Act (15, 16)
Prohibitions of Hazardous Occupations or Activities for Children	Yes		Article 34(3)(b) and 41 of the Child Care and Protection Act of 2004; Section 55 of the Factories Act: Docks (Safety Health and Welfare) Regulations; Section 18 of the Mining Act; Section 49 of the Factories Act: Building Operations and Works of Engineering Construction Regulations (15-19)
Prohibition of Forced Labor	Yes		Section 4 of the Trafficking in Persons (Prevention, Suppression and Punishment) Act; Section 10 of the Child Care and Protection Act (16, 20)
Prohibition of Child Trafficking	Yes		Section 4 of the Trafficking in Persons (Prevention, Suppression and Punishment) Act; Section 10 of the Child Care and Protection Act (16, 20)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 4 of the Trafficking in Persons (Prevention, Suppression and Punishment) Act; Section 3 of the Child Pornography (Prevention) Act; Section 40 of the Sexual Offences Act (20-27)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 18(2) of the Defense Act (28, 29)
Compulsory Education Age	Yes	18	Section 21 of the Education Act (30)
Free Public Education	Yes		Section 13 of the Jamaican Charter of Fundamental Rights and Freedoms (22, 31)

* No conscription.(29)

Although Section 40 of the Child Care and Protection Act prohibits the use of children in selling tobacco and alcohol, it does not address using, procuring, or offering a child for producing and trafficking drugs.(16) Likewise, the Dangerous Drugs Act prohibits the illegal manufacture and distribution of dangerous drugs, such as opium, morphine, and cocaine; however, it does not specifically penalize using, procuring, or offering a child for the production and distribution of these dangerous drugs.(32)

The Child Care and Protection Act establishes the minimum age for employment at age 15, but allows children ages 13 to 14 to engage in light work; however, the Government has not finalized the list of occupations and hours considered as light work. The draft list includes hair braiding, clerical work, newspaper vending, supermarket packing, and household chores.(15, 16, 33) Although the Government has some prohibitions on hazardous work for children in specific industries, in 2010, the Government drafted the Occupational Safety and Health (OSH) Act that would introduce a comprehensive list of prohibitions on hazardous

Jamaica

MODERATE ADVANCEMENT

work for children, but the OSH Act has yet to be adopted. The list under review by Parliament would specify 45 hazardous occupations prohibited for children under age 18.(3, 25, 26, 33) The draft statute identifies those hazardous occupations, which include, among others, fishing at sea, working on construction sites, participating in the production of pornography, and engaging in illicit activities that involve weapons. If adopted, the OSH Act will increase current fines for employers who illegally use child labor and enable labor inspectors to access formerly prohibited workplace environments in the informal economic sector.(3, 10, 33)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS), Child Labor Unit and the Occupation Safety Health Department	Enforce and administer child labor laws in the formal economy. (3, 10, 34) Developed tracking system through flow charts to aid multiple-agency responses. Share information with all other agencies involved in child labor issues. (34)
Child Development Agency (CDA)	Enforce child labor laws, monitor related violations, and oversee efforts to address the problem. (3, 10)
Office of the Children's Advocate (OCA)	Promote and protect the rights of children by establishing strategic partnerships to serve the best interest of the child.
Jamaica Constabulary Force (JCF)	Enforce criminal laws, including those related to the worst forms of child labor. Includes a Trafficking in Persons Unit that investigates and prosecutes cases of child trafficking and commercial sexual exploitation. (10, 35, 36)
Center for the Investigation of Sexual Offences and Child Abuse	Investigate and prosecute sexual offenses and child abuse. Work in victim rehabilitation and conduct public education programs. Branch of the JCF. (37)
Office of the Children's Registry (OCR)	Receive complaints and reports of suspected cases about child abuse.

Labor Law Enforcement

In 2015, labor law enforcement agencies in Jamaica took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$343,720† (8)	\$379,200‡ (1)
Number of Labor Inspectors	16 (8)	16 (1)
Inspectorate Authorized to Assess Penalties	No (8)	No (1)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (8)	N/A (1)
■ Training on New Laws Related to Child Labor	N/A (8)	N/A (1)
■ Refresher Courses Provided	Yes (8)	Yes (1)
Number of Labor Inspections	Unknown (8)	1,842 (1)
■ Number Conducted at Worksite	Unknown (8)	1,842 (1)
■ Number Conducted by Desk Reviews	Unknown (8)	Unknown (1)
Number of Child Labor Violations Found	0 (8)	0 (1)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (8)	N/A (1)
■ Number of Penalties Imposed That Were Collected	N/A (8)	N/A (1)
Routine Inspections Conducted	Yes (1)	Yes (1)
■ Routine Inspections Targeted	Yes (1)	Yes (1)
Unannounced Inspections Permitted	Unknown (8)	Unknown (1)
Unannounced Inspections Conducted	Unknown (8)	Unknown (1)
Complaint Mechanism Exists	Yes (8)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (1)

† Data are from March 30, 2014, to April 1, 2015.

‡ Data are from April 1, 2015, to March 31, 2016.

According to the ILO standard of one inspector for every 40,000 workers in less developed economies, Jamaica should employ about 33 inspectors to adequately enforce labor laws throughout the country.(38-40) In addition, labor inspectors conduct inspections only in the formal sector, such as factories, building sites, docks, and ships.(1) The Office of the Children's Advocate (OCA) serves as a monitoring and public awareness-raising agency, while the Office of the Children's Registry (OCR) is the repository for mandatory reports of child abuse.(1, 8) The Government has established a system to file and respond to complaints about child labor. During the year, the number of complaints received through the OCR 24-hour hotline has risen. The OCR receives reports of offenses against children, including child labor, child abuse, and human trafficking.(8)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Jamaica took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	N/A (8)	N/A (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A (8)	N/A (1)
■ Refresher Courses Provided	Yes (8)	Yes (1)
Number of Investigations	Unknown (8)	0 (1)
Number of Violations Found	0 (8)	0 (1)
Number of Prosecutions Initiated	2 (8)	0 (1)
Number of Convictions	0 (8)	0 (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (1)	Yes (1)

The Government provided training to the Jamaica Constabulary Force officers on child labor laws and the tools and training to carry out investigations and prosecutions.(8)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
MLSS Program for the Elimination of Child Labor	Coordinate the Government's child labor policies and programs and identify gaps in legislation across ministries. The MLSS collaborates with the other ministries, such as the Ministry of Youth and Culture (OCA, OCR, CDA); the Ministry of Justice (National Task Force Against Trafficking in Persons); and the Ministry of National Security, to address the legislative gaps.(41)
National Task Force Against Trafficking in Persons	Facilitate information exchanges between government agencies and external stakeholders and create momentum for counter-trafficking efforts. Oversee the implementation of the country's National Action Plan to Combat Human Trafficking.(26, 36) Led by the Ministry of Justice and includes representatives from the Ministries of National Security and Foreign Affairs; the JCF; the Department of the Public Prosecutor; and representatives from the Ministries of Health, Education, Labor, and Youth and Culture.(4, 10) Meets regularly with the JCF, Director of Public Prosecutions, and other ministries.(34)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Jamaica has established policies on child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action on Child Labor (2012–2015)	Aims to strengthen current legislative frameworks to address all forms of child labor, specifically focusing on children engaged in domestic service, prostitution, forced labor, and hazardous work in the agricultural and fishing industries. Identifies four primary objectives: (1) to collect current and reliable data on child labor, (2) to establish public awareness and sensitize the Jamaican people to the problem, (3) to improve the Labor Ministry personnel capacity to identify child laborers, and (4) to work with trade unions and the Jamaican Employers' Federation to raise awareness among employees.(1, 10, 13, 42)
National Action Plan to Combat Human Trafficking (2015–2018)†	Targets law enforcement officials to address the commercial sexual exploitation of children, conducts public awareness campaigns, and implements outreach programs.(43)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor	Aims to increase regional cooperation on eradicating child labor by 2020 through efforts by the signatories to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasília Declaration from the Third Global Conference on Child Labor in October 2013 and signed by Jamaica at the ILO 18th Regional Meeting of the Americas in Lima, Peru, October 2014.(44–46)
Compulsory Education Policy*	Ensures that all children between ages 3 and 18 have access to a learning institution or vocational training program. Includes the Career Advancement Program, which provides children ages 16 to 18 with an additional 2 years of schooling upon completion of the 11th grade.(47)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In December 2015, Jamaica participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas. Held in Cancún, Mexico, participating countries adopted the Declaration of Cancún 2015, which aims, in part, to foster policies to eliminate labor exploitation, including child labor, and promote education and vocational training for youth.(48, 49) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(49, 50)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Jamaica funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Tackling Child Labor through Education Project (2008–2015)	Jointly launched by the European Commission and the ILO to combat child labor through education in 12 African and Caribbean countries and the Pacific group of states.(51) The Government worked closely with NGOs RISE and Children First to provide direct support to children engaging and at risk of engaging in child labor activities.(52, 53)
Program for Advancement through Health and Education (PATH)†	Funded by the Government of Jamaica and the World Bank, the conditional cash transfer program helps to reduce child labor by requiring participants to attend school at least 85 percent of the academic days in a month.(54–56) Recent evaluations of the PATH program reveal that children at the primary and secondary levels are not likely to reach that target.(56, 57). During the year, PATH assisted 223,000 beneficiaries, with 89 percent of boys and 90 percent of girls achieving education compliance at the primary level and 87 percent of boys and 90 percent of girls achieving education compliance at the secondary level. The Government expanded the program to assist parents whose children needed financial assistance to attend school.(1)
Child Labor Measurement and Policy Development	USDOL-funded research project implemented by the ILO to increase the knowledge base on child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(58)
Multi-Agency Strategic Development Child Protection Program†	Government program, established a center to assist victims of the worst forms of child labor.(1)
Shelter†	Government shelter to aid women and children trafficking victims.(10, 22)

† Program is funded by the Government of Jamaica.

Although Jamaica has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem of children in domestic work and street work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Jamaica (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that legislation prohibits the use of children for all illicit activities, including procuring, and offering a child for drug trafficking and production.	2009 – 2015
	Determine the specific light work activities and hours permissible for children between ages 13 and 14 to facilitate enforcement.	2014 – 2015
	Enact the new Occupational Safety and Health Act that would specify prohibitions on hazardous occupations and activities for children under age 18.	2009 – 2015
Enforcement	Ensure that labor inspectors have authority to conduct unannounced inspections, issue fines, and determine penalties for child labor law violations to facilitate enforcement of child labor laws.	2014 – 2015
	Increase the number of labor inspectors responsible for enforcing laws on child labor to provide sufficient coverage of the entire workforce.	2014 – 2015
	Ensure that labor inspections are conducted in not just the formal sector, such as factories, building sites, docks, and ships, but also in the informal sector in urban and rural communities.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Compulsory Education Policy.	2014 – 2015
Social Programs	Conduct research to determine the activities carried out by children who are working, especially for children working in agriculture and construction to inform policies and programs.	2013 – 2015
	Expand programs that assist children in the worst forms of child labor and develop programs to aid children in domestic work and street work.	2013 – 2015

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In 2015, Jordan made a significant advancement in efforts to eliminate the worst forms of child labor. The Government launched a national child labor survey and initiated a program to institutionalize the regular training of school teachers on child labor. The Government strengthened enforcement of minimum age protections by hiring 66 new labor inspectors, and it also approved a national mechanism to refer victims of human trafficking to rehabilitation or repatriation services. In addition, the Government expanded the implementation of the National Framework to Combat Child Labor to three additional governorates, a total of nine out of twelve, and supported a new program that will conduct research on hazardous child labor in specific sectors. However, children in Jordan are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in street work. Children in Jordan face barriers to access education, and programs to combat the worst forms of child labor are insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Jordan are engaged in child labor, including in agriculture.(1-3) Children are also engaged in the worst forms of child labor, including in street work.(4-6) Table 1 provides key indicators on children's work and education in Jordan.

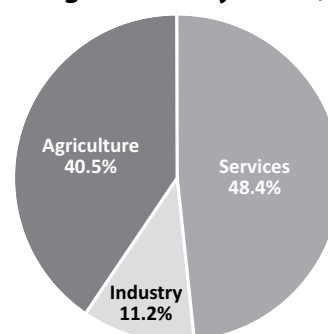
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	0.8 (11,255)
Attending School (%)	5-14 yrs.	94.9
Combining Work and School (%)	7-14 yrs.	0.7
Primary Completion Rate (%)		86.0

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2007.(8)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* including weeding, planting, and harvesting (1-4, 9-11)
Industry	Mining*† (1, 12)
	Construction,† activities unknown (4, 5, 9, 10, 13)
	Manufacturing (9, 10, 13)
	Carpentry† (4, 5, 14)
	Blacksmithing*† (5, 14)
	Rock quarrying*† (4)
Services	Electrical repair*† (4, 14)
	Repairing automobiles† (5, 11, 14)
	Attending donkeys, camels, and horses to transport tourists (15-17)
	Street work,† including selling items, washing cars, and begging (4-6, 10, 14, 15, 18, 19)
	Scavenging scrap metal* (11, 20)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work† (10, 11, 14, 21)
	Food services, including restaurants* and bakeries* (4, 11, 13, 14)
	Hotel services*† (11, 14)
	Hairdressing (4, 10, 15)
	Retail (4, 9-11)
Categorical Worst Forms of Child Labor‡	Forced begging, sometimes as a result of human trafficking* (11, 22)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (10, 22-24)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

There is limited evidence of temporary marriage of Syrian refugee girls as a form of commercial sexual exploitation.(10, 22-24)

According to a Ministry of Labor official, about 40 percent of the child laborers identified by the Ministry of Labor during inspections in 2015 were non-Jordanian, most of whom were Syrian refugee children.(11) Many of these children are the sole breadwinners of their families.(4, 25) Syrian refugee boys work primarily in retail and services, while some Syrian girls work in domestic service and agriculture.(4) Reports state that some Syrian refugee children peddle goods inside and outside the Za'atari refugee camp and are engaged in begging in Jordanian cities.(26) The influx of refugees has led to economic distress in the country; as a result, more Jordanian families have put their children to work.(11)




Syrian children are granted access to Jordanian public schools with 143,259 Syrian students currently enrolled.(27) The Government has committed to enroll the remaining 43,000 that are currently outside the public school system in the 2016-2017 school year.(27) About 100 schools (out of about 3700 schools in the country) have a split day, with two shifts, for Jordanian children to attend in the morning and Syrian children to attend in the afternoon to accommodate the large number of students.(11, 27) Children attending double-shifted schools are vulnerable to child labor because shorter school hours leave more time to work.(28) The number of children dropping out of school is rising.(11) Syrian refugee children face additional barriers to education, including distances to school, and being unprepared for their appropriate grade-level due to instability in their early years of schooling.(29)

In June 2015, the Government launched the National Child Labor Survey, under the leadership of the Ministry of Labor in cooperation with the ILO. A key feature of the Survey is that it covers all children, regardless of nationality, thereby including Syrian refugee children.(29) The University of Jordan Center for Strategic Studies began to carry out the Survey.(29) The data will be published and shared with the public in mid-2016. The Department of Statistics will routinely collect information on child labor because questions on child labor were incorporated in the quarterly report.(11)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Jordan has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 73 of Labor Code (30)
Minimum Age for Hazardous Work	Yes	18	Article 74 of Labor Code; Article 2 of Ministerial Order of 2011 (30, 31)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 2 of Ministerial Order of 2011 (31)
Prohibition of Forced Labor	Yes		Article 3(a) and (b) of Law on the Prevention of Human Trafficking (32)
Prohibition of Child Trafficking	Yes		Article 3(a) of Law on the Prevention of Human Trafficking (32)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 306, 310, 311, 315, and 319 of Penal Code; Article 3(b) of the Law on the Prevention of Human Trafficking (32, 33)
Prohibition of Using Children in Illicit Activities	Yes		Article 8 of the Narcotic Drugs and Psychotropic Substances Act (34)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 3(a) of the National Service Act (35)
Minimum Age for Voluntary Military Service	N/A*		
Compulsory Education Age	Yes	16	Articles 7(a.2) and 10(b) of the Education Act (36)
Free Public Education	Yes		Article 20 of the Constitution (37)

* No volunteers are accepted to join the armed forces.(38)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor Directorate of Labor Affairs and Inspection	Carry out labor inspections, including child labor violations.(11) Identify cases of child labor through work site visits and refer cases to relevant services. Register child labor instances into a National Child Labor Database, which allows ministries to monitor and track children as they are identified and referred to services.(39) Maintains a 24/7 hotline to receive labor-related complaints in Arabic, including complaints of child labor.(27, 40)
Ministry of Labor Child Labor Unit	Coordinate Government efforts to campaign against child labor, conduct trainings, and raise awareness about child labor issues. In 2015, piloted the child labor monitoring system as a data collection, coordination, and referral mechanism.(11)
Public Security Directorate Criminal Investigation Unit	Investigate and prosecute violations of the Penal Code, including allegations of the worst forms of child labor. Operate a section to combat human trafficking.(11)
Joint Anti-Trafficking Unit of Ministry of Labor and Public Security Directorate	Investigate cases of human trafficking and forced labor, refer cases for prosecution, and coordinate with foreign embassies to identify victims of human trafficking and repatriate workers.(26)
Municipal Business License Inspectorate	Inspect business licenses in the municipality.(41)

Labor Law Enforcement

In 2015, law enforcement agencies in Jordan took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$352,187 (11)	\$352,187 (11)
Number of Labor Inspectors	160 (28)	226 (11)
Inspectorate Authorized to Assess Penalties	Yes (42)	Yes (42)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (11)
Number of Labor Inspections	1,426 (28)	1,442 (11)
■ Number Conducted at Worksite	1,426 (28)	1,442 (11)
■ Number Conducted by Desk Reviews	0	0
Number of Child Labor Violations Found	Unknown	1,273 (11)
Number of Child Labor Violations for Which Penalties Were Imposed	868 (28)	1,016 (11)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (28)	Yes (11)
■ Routine Inspections Targeted	Yes (28)	Yes (11)
Unannounced Inspections Permitted	Yes (42)	Yes (42)
Unannounced Inspections Conducted	Yes (28)	Yes (11)
Complaint Mechanism Exists	Yes (28)	Yes (11)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (3)

In 2015, the Ministry of Labor hired 66 new inspectors and responded to 39 complaints of child labor cases, received through its Child Labor Unit hotline.(11) The Unit also launched a bilingual web site in Arabic and English that the public can use to report cases of child labor.(11, 43) Additionally, the Ministry of Labor carried out targeted inspections in sectors in which children are engaged in child labor, including in restaurants, bakeries, and auto mechanic shops, and issued 576 warnings and imposed 440 fines.(11) A warning requires the employer to sign a pledge declaring that it will cease employing children within one week. Without the pledge, the Ministry can close the business.(11) During the reporting period, 206 businesses signed pledges, and 100 were closed following a warning. Subsequent to labor inspections, 119 children were removed from worksites and referred to the Ministry of Social Development for social services.(11)

The Ministry of Labor drafted bylaws to help improve enforcement of child labor laws in the agricultural sector, but funding constraints limited inspections in agriculture, about 2% of the total number of inspection visits.(11, 27)

During the year, 10 senior inspectors of the Municipal Business License Inspectorate of Greater Amman Municipality received training on the monitoring and prevention of child labor. The senior inspectors then trained all inspectors of Greater Amman Municipality.(29)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Jordan took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (44)	Yes (45)
Number of Investigations	Unknown	206 (45)
Number of Violations Found	Unknown	0 (45)
Number of Prosecutions Initiated	Unknown	N/A
Number of Convictions	Unknown	N/A
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (44)	Yes (11)

In 2015, staff of the Joint Anti-Trafficking Unit of the Ministry of Labor and Public Security Directorate participated in training workshops. The Joint Anti-Trafficking Unit, in cooperation with IOM or the local NGO, *Tamkeen*, held trainings for employees

of the Public Security Directorate and the Ministries of Health and Social Development.(45) The Joint Anti-Trafficking Unit investigated 206 cases of potential human trafficking cases and referred 28 cases to the Attorney General's Office. None of the identified victims were children.(45)

The National Committee for the Prevention of Human Trafficking approved the first national referral mechanism to coordinate and refer victims to services for rehabilitation or repatriation and opened the country's first government-run shelter for trafficking victims, including children.(27, 45) The committee establishes roles and responsibilities of various Government agencies to provide victims with legal, medical, psychological, and social services and refers victims to the Attorney General's office or the Joint Anti-Trafficking Unit.(45)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee on Child Labor	Form new policies, amend legislation as necessary, and oversee the implementation of child labor policies, including the National Framework to Combat Child Labor. Led by the Ministry of Labor, includes the Ministry of Education, Ministry of Social Development, National Council on Family Affairs, and international and civil society organizations.(46) In 2015, the Committee worked with the ILO on the child labor project, discussed the issue of child labor in the tourism sector, and considered a new project to establish a center to provide social services to child laborers.(27)
The National Center for Family Affairs	Coordinate policies on child exploitation issues, including child labor.(47)
Steering Committee of the National Framework to Combat Child Labor	Coordinate referrals between Ministries of Education, Labor, and Social Development, and the National Council on Family Affairs to identify child laborers and withdraw them from work. Provides child laborers with services and monitors their progress.(11, 46, 48)
National Committee for the Prevention of Human Trafficking	Coordinate the implementation of the National Strategy and Action Plan to Combat Human Trafficking.(49) Chaired by the Ministry of Justice. Other members include representatives from the Ministries of Foreign Affairs, Health, Interior, Labor, Social Development, and Trade and Industry, and the Joint Anti-Trafficking Unit of the Ministry of Labor and Public Security Directorate Criminal Investigation Division, the National Commission on Human Rights, and the National Council for Family Affairs.(44)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Jordan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Framework to Combat Child Labor	Outlines the roles and responsibilities of the key government agencies, including the Ministries of Education, Labor, and Social Development; NGOs; and other stakeholders involved in identifying and responding to cases of child labor. Based on the Framework, Ministry of Labor inspectors monitor child labor and refer cases to Ministry of Social Development and Education to provide services.(48) In 2015, the Government expanded the implementation of the National Framework to Combat Child Labor to 3 additional governorates, for 9 out of 12. Training on the implementation of the Framework was provided for 189 officials from the Ministries of Labor, Education, and Social Development.(29) The Steering Committee of the National Framework to Combat Child Labor helped finalize the terms of reference for an impact assessment of the Framework.(29)
Jordan Response Plan	Facilitates humanitarian and development response in Jordan to the needs of incoming Syrian refugees and Jordanian host communities, a joint effort of the Government and the UN.(50) Includes elements aimed at reducing refugees' vulnerability to child labor by improved access to education.(51, 52)
Plan of Action to Eliminate Child Labor in Tourism in Petra	Employ counsellors to respond to children at risk of truancy, raise children's awareness of the hazards of child labor and the significance of education, incorporate child labor prevention strategies into mainstream programs for legally employed children age 16 and older, and inform students of high-quality employment in the tourism sector.(53)
The National Agenda (2007–2017)*	Provide a comprehensive reform framework for political, economic, and social policies, including the restructuring of Jordan's social safety net system.(54)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Jordan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Moving Towards a Child-Labor Free Jordan (2010–2016)	\$4.04 million USDOL-funded, 6-year project implemented by ILO-IPEC to facilitate Government implementation of the National Framework to Combat Child Labor. Includes conducting a national child labor survey.(55) The Ministry of Education, in cooperation with the ILO, agreed to add a module on child labor to the training of school teachers to inform all teachers of the basics of child labor and provide in-depth training for at least one focal point in each school.(29) In 2015, the Ministry of Social Development began revising and updating a training manual on child labor to train 15 master trainers who will then train all social workers in the Ministry.(29) The Municipal Business License Inspectorate and Children's Municipal Council of Greater Amman Municipality initiated a joint pilot program in which young Council members visit areas with high prevalence of child labor to raise awareness. Child laborers and employers are more receptive to this approach because the Council members appear less threatening than Government officials.(29) The Ministry of Labor held an event in Amman to raise awareness about child labor and commemorate the World Day against Child Labor, attended by 1,000 children.(29)
Tackling Child Labor among Syrian Refugees and their Host Communities in Jordan and Lebanon (2015–2016)*	EU-funded, 1.5-year project, implemented by the ILO to conduct research on the hazards of child labor in certain sectors; promote awareness of child labor, including raising awareness among children of their rights; build technical capacity of governments, employers, and workers' organizations to improve referrals and respond to cases of child labor; and provide training on preventing child labor, removing children, and providing services.(56)
Child Begging Assistance†	Ministry of Social Development implements an identification and services referral system for child beggars. Connects children with shelter and education services.(57) Returns children to their parents, who must then pledge in writing that their children will not return to the street.(57) In 2015, a shelter in the city of Madaba admitted 1,262 children who had been found begging.(11)
Nonformal Education Centers†	Ministry of Education program of centers throughout the country that seek to bring school dropouts, including those engaged in or at risk of child labor, back into the educational system. Children attend classes 3 hours a day in a flexible learning environment with class size around 20 students and specially trained teachers.(28) Targets children ages 13 and older. Upon completion of the curriculum, students receive a certificate equivalent to a 10th-grade education.(28) In 2015, the Ministry of Education opened 49 new centers, for a total of 100.(11)
Social Support Center in Marka†	Funded by the Ministry of Labor and operated by the Ministry in cooperation with the ILO. Include activities to identify child laborers, provide services that include nonformal education, training, and rehabilitation for school dropouts and child laborers, and assist families in finding alternate forms of supplemental income.(11) In 2015, provided services to 2,080 children identified by labor inspectors and to 251 parents.(11)
Nonformal Education Center in Petra†	Part of a trilateral project between UNESCO, the ILO, and the Petra Authority, operates a nonformal education center to provide services to children at risk of child labor in the local tourism industry in the Um Sayhoun community and in Petra.(40, 58)
Sustaining Quality Education and Promoting Skills Development Opportunities for Young Syrian Refugees in Jordan (2013–2015)†	\$5.6 million EU-funded, 2-year project implemented by UNESCO in cooperation with the Ministry of Education. Offer informal and nonformal education for Syrian and Jordanian youth in Jordan.(59)
Karamah Shelter*†	Established in Amman, it is the first permanent Government shelter for victims of human trafficking. Operated by the Ministry of Social Development, includes three sections for men, women, and children.(60) Provide counselling and rehabilitation services. Coordinate legal assistance with civil society organizations.(60)
The National Aid Fund†	Under the Ministry of Social Development, pay families approximately \$50 monthly through a conditional cash transfer program for withdrawing a child from the labor market and reenrolling the child in school.(40)

* Program was launched during the reporting period.

† Program is funded by the Government of Jordan.

As the Ministry of Social Development has no mandate to protect Syrian refugee children, Government officials refer Syrian children identified through the child labor monitoring system to international organizations and NGOs. The Ministry of Labor Child Labor Unit has a process to refer Syrian child laborers to UNHCR.(11)

The Juvenile Law of 2014 expanded the responsibilities of the Ministry of Social Development in providing services for children engaged in child labor. The Ministry established a Child Labor Unit and is working to clarify the roles and responsibilities between this Unit as opposed to those of the Ministry of Labor Child Labor Unit. (29, 61) In 2015, the Ministry of Labor Child Labor Unit conducted several campaigns to raise awareness of issues of child labor, including workshops and television and radio interviews. (11)

Although Jordan has programs that target child labor, the scope of these programs does not address the extent of the problem, including in domestic work, commercial sexual exploitation, and street work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Jordan (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information publicly available about training provided to labor inspectors and criminal investigators on worst forms of child labor.	2015
	Make information publicly available about the number of penalties collected for child labor violations.	2015
	Ensure that the Ministry of Labor inspectors have the resources needed to carry out inspections in the agricultural sector.	2014 – 2015
Government Policies	Integrate child labor elimination and prevention into the National Agenda.	2014 – 2015
Social Programs	Ensure that the commitment to enroll Syrian refugee children in school is realized.	2013 – 2015
	Institute programs to address the worst form of child labor in domestic work, commercial sexual exploitation, and street work.	2013 – 2015

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In 2015, Kazakhstan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Kazakhstan adopted a policy to combat human trafficking, which included elements to prevent child labor in the production of cotton and ensure access to education for noncitizen children living permanently in Kazakhstan. The Government also carried out inspection raids in some economic sectors in which children are likely to be engaged in child labor, provided access to education for children of foreign migrants, and conducted awareness-raising campaigns on human trafficking. However, children in Kazakhstan are engaged in the worst forms of child labor, including in harvesting cotton and working in restaurants. The Government lacks a comprehensive policy that addresses all worst forms of child labor. There is also a lack of current, comprehensive, and detailed research on child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kazakhstan are engaged in the worst forms of child labor, including in harvesting cotton and working in restaurants.(1-3) Table 1 provides key indicators on children's work and education in Kazakhstan.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.2 (79,690)
Attending School (%)	5-14 yrs.	90.7
Combining Work and School (%)	7-14 yrs.	3.6
Primary Completion Rate (%)		113.0

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including weeding, collecting worms, and harvesting cotton† (1, 2, 6-9)
	Production of vegetables* (1-3)
Industry	Construction,* activities unknown (3)
Services	Working in markets,* activities unknown (3, 10, 11)
	Domestic work* (3, 12)
	Working in gas stations* (10, 12)
	Car washing (3, 10-12)
	Working as bus conductors* (3)
	Working in restaurants as waiters† (10-12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking* (13-15)
	Forced begging as a result of human trafficking* (13, 14)
	Forced labor in agriculture,* domestic work,* and construction,* each sometimes as a result of human trafficking* (13, 16)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Kazakhstan




MODERATE ADVANCEMENT

There is no current, comprehensive research on child labor in Kazakhstan. The last national child labor survey was conducted in 2006; since then, a baseline study prioritizing child labor in agriculture in the Almaty and South Kazakhstan areas was completed in 2012.⁽¹⁷⁾ There is limited evidence that children from the neighboring countries of Uzbekistan and the Kyrgyz Republic migrate with their families to work in the cotton fields in Kazakhstan.^(1, 10, 18)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Kazakhstan has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 30 of the Labor Code (19)
Minimum Age for Hazardous Work	Yes	18	Article 179 of the Labor Code (19)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Decree of the Government No. 1220 of 2011; Decree of the Minister of Health and Social Development No. 391 of 2015 (20, 21).
Prohibition of Forced Labor	Yes		Article 8 of the Labor Code; Article 135 of the Criminal Code (19, 22)
Prohibition of Child Trafficking	Yes		Article 135 of the Criminal Code (22)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 134, 135, and 312 of the Criminal Code (22)
Prohibition of Using Children in Illicit Activities	Yes		Articles 132 and 133 of the Criminal Code; Article 179 of the Labor Code (19, 22)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 31 of the Military Service Act (23)
Minimum Age for Voluntary Military Service	Yes	19	Article 38.1(2) of the Military Service Act (23)
Compulsory Education Age	Yes	17‡	Article 30 of the Constitution (24)
Free Public Education	Yes		Article 8.2 of the Education Act (25)

‡ Age calculated based on available information.

The law does not comprehensively criminally prohibit the offering of a child or the benefiting from a monetary transaction involving a child, for the production of pornography.

In Kazakhstan education is compulsory until grade 11 or completion of vocational school.⁽²⁶⁾ Children generally enroll in schools at the age of 6 or 7 and attend primary school (grades 1-4) and basic secondary school (grades 5-9). After grade 9, they either go to general secondary school (grades 10-11) or vocational schools (for 2-3 years).^(3, 27) Therefore, they are 17 or 18 years old when education stops being compulsory.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Health and Social Development, Departments of Control and Social Protection	Enforce child labor laws and manage child labor cases during broader investigations.(28) In 2015, functions of the Ministry of Health and Social Development as a central labor inspection body were transferred to the Ministry's <i>oblast</i> -level departments of Control and Social Protection.(3, 29)
Ministry of Education and Science	Receive complaints of child labor and determine if law enforcement should investigate cases. Mediate cases of child labor in the agricultural sector to encourage parents to keep their children in school.(28)
Ministry of Education and Science Center for the Adaptation of Minors	Provide assistance to child victims of forced labor, human trafficking, and commercial sexual exploitation, and to children involved in illicit activities; make referrals to appropriate government services or NGOs for further assistance.(30, 31)
Ministry of Internal Affairs	Enforce child labor laws in criminal offenses and train criminal and migration police in investigating the worst forms of child labor, including commercial sexual exploitation.(30, 32)
Ministry of Internal Affairs, Criminal Police Department, Anti-Trafficking Unit	Identify and investigate allegations of human trafficking, including trafficking of children.(28)
Assistance Hotlines	Provide hotlines for child-related issues, including child labor and child trafficking, through the Ministry of Internal Affairs and Ministry of Education and Science. Refer all child labor and trafficking cases to the police or NGOs, which in turn refer victims to shelters or crisis centers.(33)

Labor Law Enforcement

In 2015, law enforcement agencies in Kazakhstan took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	320 (28)	320 (3)
Inspectorate Authorized to Assess Penalties	Yes (29)	Yes (29)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (28)	Yes (3)
Number of Labor Inspections	Unknown (34)	11,400 (34)
■ Number Conducted at Worksite	N/A	Unknown
■ Number Conducted by Desk Reviews	N/A	Unknown
Number of Child Labor Violations Found	547 (34)	400 (34)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (28)	82 (34)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	No (28)	No (3)
■ Routine Inspections Targeted	N/A	N/A
Unannounced Inspections Permitted	Yes (35)	Yes (35)
Unannounced Inspections Conducted	No (28)	Yes (3)
Complaint Mechanism Exists	Yes (28)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (33)	Yes (3)

According to the ILO recommendation of one inspector for every 20,000 workers in transitional economies, Kazakhstan should employ about 450 inspectors to adequately enforce labor laws in the country.(3, 36-38) Therefore, the number of labor inspectors is insufficient to adequately enforce the law in Kazakhstan.

The President's Decree No. 757 prohibited announced labor inspection.(39) The Ministry of Health and Social Development labor inspectors can conduct unannounced inspections only if they have evidence of labor violations or in response to complaints.(3)

Kazakhstan

MODERATE ADVANCEMENT

Cases of illegal child labor may be reported to the police, an education official, a labor inspector, or one of several Government-operated hotlines. An official from the *oblast*-level Department of Education responds to the report and determines whether law enforcement should investigate the claim.(3) For cases in which the alleged child labor occurs in an agricultural setting, local officials meet with the child's parents and with school administrators to reinforce the message that during the school year, children should be in school and not in the fields.(3) In 2015, inspectors identified 400 children who missed school to work in cotton fields.(34)

In addition to labor inspectors, the Ministry of Education and Science and the Ministry of Internal Affairs, in cooperation with other Government agencies, carried out targeted raids in areas in which children were likely to be engaged in child labor, such as local markets, gas stations, and construction sites. As a result of such raids, 139 child laborers were identified, including those who worked as bus conductors or in car wash stations.(3)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Kazakhstan took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (28)	Yes (3)
Number of Investigations	17 (11)	22 (3)
Number of Violations Found	Unknown	5 (3)
Number of Prosecutions Initiated	Unknown	5 (3)
Number of Convictions	18 (11)	4 (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (14)	Yes (3)

The Ministry of Internal Affairs Legal Academy in the city of Karaganda and the Judicial Training Institute of the Supreme Court in the capital city of Astana held human trafficking trainings for 300 judges, and 103 police officers in different police units; additionally 150 labor inspectors were trained on a regional level.(3) Law enforcement officials of the Ministry of Internal Affairs carried out targeted operations for the proactive identification of individuals at risk of human trafficking and forced labor.(40)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Coordination Council on Child Labor	Coordinate efforts to address the worst forms of child labor and prepare proposals and recommendations on implementing state policy to eliminate child labor.(17) Chaired by the Minister of Health and Social Development, includes representatives from the Ministry of Internal Affairs, the Ministry of Education and Science, the Prosecutor General's Office, the Human Rights Ombudsman, and NGOs.(3) The Council convened in April 2015.(34)
Interagency Trafficking in Persons Working Group	Coordinate efforts to combat human trafficking and recommend improvements to anti-human-trafficking legislation, prevention strategies, protection of victims, and prosecution of offenders. Chaired by the Minister of Internal Affairs, its coordinating role is shared on a 2-year rotation between the Ministry of Internal Affairs and the Ministry of Health and Social Development.(40) Includes representatives from the Ministry of Foreign Affairs, the Ministry of Education and Science, the Ministry of Culture and Sports, the Committee for National Security, the Office of the Prosecutor General, the National Human Rights Commission, and the Supreme Court. Met twice in 2015.(40)
Committee for the Protection of Child Rights	Work to protect children from exploitation. Operate under the Ministry of Education and Science at the oblast-level departments of education.(28)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kazakhstan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Action Plan to Combat Human Trafficking (2015–2017) [†]	Aims to strengthen coordination among Government ministries and with foreign governments and international organizations. Emphasizes victim assistance and prevention, specifically to prevent child labor in the production of cotton and in construction, to provide access to education for children of stateless and foreign individuals permanently living in Kazakhstan, to monitor and exchange data on the trafficking of children and child pornography, and to enforce criminal laws on the worst forms of child labor.(41)

[†] Policy was approved during the reporting period.

Although the Government of Kazakhstan has adopted the Action Plan to Combat Human Trafficking, research found no evidence of a policy on other forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Kazakhstan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Combating Child Labor in Central Asia — Commitment Becomes Action (PROACT CAR Phase III) (2010–2016)	\$4.5 million, Government of Germany-funded, 5-year regional project implemented by the ILO, designed to mainstream child labor issues in national policies and legislation, to build the capacity of stakeholders, and to provide direct services to children removed from the worst forms of child labor.(12, 42)
Assistance to Trafficking Victims [‡]	Provides medical and legal assistance, pretrial safe houses, security services, housing, food, clothing, and transportation to trafficking victims. Authorities can help victims or witnesses change residences, find employment, or change their physical appearance.(43)
Improving Identification and Referral of Victims of Human Trafficking (August 2014–July 2015)	\$175,000 USDOS-funded, one-year project implemented by the IOM to improve identification of human trafficking victims and refer them to services. The Government of Kazakhstan has committed to extend identification functions to all police units, such as migration or and administrative police and labor inspectors, and to train them to identify victims and refer these victims for further assistance.(44, 45)
Ministry of Education and Science Program of Education Development (2011–2020) [‡]	Aims to provide equal access to education, to transition to a 12-year education model, and to improve technical and vocational training.(46)

[‡] Program is funded by the Government of Kazakhstan.

The Ministry of Internal Affairs, in cooperation with IOM, conducted the awareness-raising campaign, “Let’s stop trafficking together!” in 2015, which consisted of conferences, roundtables, and discussions with local government agencies.(15) The Ministry of Education and Science, in cooperation with other Government agencies, also carried out child labor awareness-raising campaigns that reached 1.6 million individuals through conferences, meetings, and competitions.(3) Local government bodies of several *oblasts* in Kazakhstan provided grants to NGOs to conduct awareness-raising campaigns about human trafficking and provide social and legal services to victims.(40)

In 2015, the Government provided access to education for approximately 3,400 children of foreign migrants in Kazakhstan.(40) Previously, access to education was a challenge for some migrant children who did not have an Individual Identification Number, which became a requirement for school enrollment in September 2014.(28) Based on available information, migrant children were not denied access to education in 2015 due to lack of Individual Identification Numbers.(45)

Although the Government of Kazakhstan implemented programs to combat human trafficking and provide assistance to trafficking victims in 2015, research found no evidence that it has carried out programs to assist children engaged in child labor in services and agriculture, particularly in the production of cotton.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kazakhstan (Table 9).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law clearly and comprehensively criminally prohibits the offering of a child and benefiting from a monetary transaction involving child, for the production of pornography.	2015
Enforcement	Make information about the training system for labor inspectors and criminal investigators publicly available.	2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2014 – 2015
	Resume routine labor inspections to enforce child labor laws, particularly targeting cotton fields and other areas where children are commonly employed.	2013 – 2015
Government Policies	Adopt a policy that addresses all relevant worst forms of child labor, including harvesting cotton.	2015
Social Programs	Conduct research to gather comprehensive data on child labor, including the activities carried out by children working in the construction and services industries, to inform policies and programs.	2013 – 2015
	Institute programs to address child labor in services and agriculture, particularly in the production of cotton.	2014 – 2015

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Kenya

MINIMAL ADVANCEMENT

In 2015, Kenya made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government continues to expand social cash transfers to additional households as part of its National Safety Net Program for Results, and implemented and participated in several programs to combat the worst forms of child labor. However, children in Kenya are engaged in the worst forms of child labor, including in sand harvesting and commercial sexual exploitation. Kenya has yet to ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and its minimum age for work law and compulsory education age are not harmonized due to the lack of a specific compulsory education age. The Government has also not committed sufficient resources for enforcement efforts.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kenya are engaged in the worst forms of child labor, including in sand harvesting and commercial sexual exploitation.(1-6) Table 1 provides key indicators on children's work and education in Kenya.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	6-14 yrs.	32.5 (2,943,310)
Attending School (%)	5-14 yrs.	74.9
Combining Work and School (%)	7-14 yrs.	32.3
Primary Completion Rate (%)		103.5

Source for primary completion rate: Data from 2014, published by the UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2000.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,† including the production of tea, coffee, miraa,† rice, sisal, sugarcane, tobacco, corn,* flowers,* and cotton* (4-6, 9-15)
	Herding livestock*† (4, 6, 14)
	Fishing,† including for tilapia,* sardines,* and other fish (4, 6, 16-20)
	Burning wood to produce charcoal* (4, 6, 16, 21)
Industry	Construction,*† including carrying heavy loads (4, 6, 14)
	Quarrying,† including for stones* and coral* (4-6, 10, 21)
	Harvesting sand† (4, 6, 14, 16, 21-24)
	Making bricks*† (6, 14, 21)
	Mining† for gold* and salt* (4-6, 10, 14, 25, 26)
	Working in slaughterhouses,*† including disposal of after-products and cleaning (6, 27)
Services	Domestic work† (4-6, 16, 20-22, 27)
	Street work, including vending (5, 6, 14, 27)
	Transporting goods*† and people*† by bicycle, motorcycle, and handcart (4, 6, 21)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Scavenging for scrap materials† (4-6, 16, 19, 27) Begging*† (4, 6, 28)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (4-6, 16, 17, 29-32) Use in illicit activities,* including drug trafficking (6, 14, 26) Begging, street vending,* domestic service,* herding livestock,* fishing,* and work on tobacco* farms, each as a result of human trafficking (4-6, 12, 17, 29, 32-34)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Most trafficking of children in Kenya is internal trafficking of Kenyan children and often involves relatives or friends of the family.(35) Children in Kenya scavenge dumpsites and streets for scrap material, including metal and glass.(4, 5, 16) These children earn about \$1–\$2 per day, while often risking injury and exposing themselves to infectious diseases, such as tetanus, by sorting through waste. Evidence suggests that such children are also exposed to mercury.(4) The commercial sexual exploitation of children, sometimes as a result of human trafficking, is also a problem in Kenya, especially in Eldoret, Kisumu, Nairobi, Nyeri, and in coastal areas.(4, 5, 16, 17, 30, 31) The majority of children engaged in commercial sexual exploitation are girls, but boys are also involved.(4, 5)




Although the Basic Education Act and the Children Act provide for free education, and the Basic Education Act prohibits schools from charging tuition fees, the cost of unofficial school fees, books, and uniforms keeps some children from attending school.(18, 23, 36-39) In addition, even though the Births and Deaths Registration Act makes birth registration compulsory, many children in rural areas are not registered at birth, thus at times making it difficult for nonregistered children to access services such as education.(5, 40) Furthermore, teacher and school shortages in Kenya, especially secondary schools, hinder children's access to education and contribute to overcrowding in schools.(6, 41) School administrators also limit some children's access to education by denying pregnant girls admittance to schools.(5, 41) Difficulties attending school are made worse by the prevalence of sexual abuse in schools.(5)

The last national child labor survey was conducted in 2000.(8) As a result, data may no longer be reflective of the current child labor situation in Kenya.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Kenya has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

Kenya has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, although commercial sexual exploitation of children continues to be a problem in Kenya.

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Section 56 of the Employment Act; Section 10.4 of the Children Act; Section 12 of the Employment (General) Rules, 2014 (39, 42, 43)
Minimum Age for Hazardous Work	Yes	18	Sections 2 and 53.1 of the Employment Act; Sections 2 and 10.1 of the Children Act (39, 42)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 12 and the Fourth Schedule of the Employment (General) Rules, 2014; Section 10.1 of the Children Act (39, 43)
Prohibition of Forced Labor	Yes		Article 30 of the Constitution; Sections 4.1 and 53.1 of the Employment Act; Sections 174 and 254–266 of the Penal Code; Article 3 of the Counter-Trafficking in Persons Act; Article 13 of the Sexual Offences Act; Section 13.1 of the Children Act (39, 42, 44–47)
Prohibition of Child Trafficking	Yes		Article 3 of the Counter-Trafficking in Persons Act; Article 13 of the Sexual Offences Act; Section 13.1 of the Children Act; Section 53.1 of the Employment Act; Sections 174 and 254–263 of the Penal Code (39, 42, 45–47)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 8, 9, 11, 12, and 14–16 of the Sexual Offences Act; Sections 2 and 53.1 of the Employment Act; Section 15 of the Children Act (39, 42, 47)
Prohibition of Using Children in Illicit Activities	Yes		Sections 2 and 53.1 of the Employment Act; Section 16 of the Children Act (39, 42)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 10.2 of the Children Act; Article 243 (1) of the Kenya Defence Forces Act (39, 48)
Compulsory Education Age	Yes	14‡	Sections 28 and 30 of the Basic Education Act (38, 49, 50)
Free Public Education	Yes		Section 7.2 of the Children Act; Sections 28, 29, and 32 of the Basic Education Act; Article 53(b) of the Constitution (38, 39, 44)

* No conscription (48)

‡ Age calculated based on available information (49, 50)

The minimum age protections in Kenya only protect children working under a contract.(39, 42) The Government of Kenya has reported children are only required to attend school until age 14. This standard makes children ages 14–15 particularly vulnerable to child labor, as they are not required to be in school but are not legally permitted to work.(49, 50) The Ministry of Labor, Social Security and Services (MLSSS), Child Labor Division held meetings in 2015 with the Ministry of Education, Science, and Technology and civil society on harmonizing the Basic Education Act with the minimum age for work law.(6)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Social Security and Services (MLSSS)	Enforce labor laws, including those related to child labor, through county labor officers in Kenya's 47 counties.(4, 51, 52) Through its Child Labor Division, coordinate activities to eliminate child labor.(4)
MLSSS Department of Children's Services	Coordinate services provided to children, ensure that child protection activities are being implemented countrywide, and maintain records on children and the services provided to them.(4)
National Police Service	Enforce laws related to the worst forms of child labor.(4)
Anti-Trafficking Police Unit	Enforce laws related to the commercial sexual exploitation of children, child trafficking, and the use of children in illicit activities.(4)
Tourism Police Unit	Enforce laws related to the commercial sexual exploitation of children in the tourism industry.(53)
Office of the Director of Public Prosecutions	Enforce laws through the prosecution of criminal offenses, including labor-related offenses.(6)

Labor Law Enforcement

In 2015, law enforcement agencies in Kenya took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	95 (4)	95 (6)
Inspectorate Authorized to Assess Penalties	No (54)	No (6, 54)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	No
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	2,011 (6)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	0 (6)	Unknown
■ Number of Penalties Imposed That Were Collected	N/A	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (27)	Yes (6)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (6)	Yes (6)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (6)	Yes (6)

In 2015, research was unable to determine the budget for the MLSSS or its Child Labor Division; however, the MLSSS budget is inadequate to address Kenya's labor enforcement needs.(4, 6, 55, 56) The Child Labor Division did receive approximately \$9,900 to pay for child labor meetings and to hold a World Day Against Child Labor event.(6) According to the ILO's standard of one inspector for every 40,000 workers in less developed economies, Kenya should employ roughly 455 inspectors in order to adequately enforce labor laws throughout the country. Labor officers were not provided training on the enforcement of child labor laws during the year.(6) There were 262 formal child labor inspections conducted in 2014, the most recent year for which data were available. In addition, 2,011 child labor complaints were received and investigated.(6) There were no penalties assessed in these cases.(6) The Government operates an emergency, toll-free, nationwide child hotline to report child abuse, including child labor, and refers callers to organizations for social protection services.(4, 57, 58) In 2014, the last year for which data are available, the Child Helpline received 227 calls regarding child labor and 4 calls regarding child trafficking.(27)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Kenya took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (32)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (29)	Yes (32)
Number of Investigations	Unknown	Unknown
Number of Violations Found	23 (27)	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (29)	Yes (29)

In 2015, the Counter-Trafficking in Persons Advisory Committee provided anti-human trafficking training to Kenyan National

Kenya

MINIMAL ADVANCEMENT

Police Service personnel. Standard operating procedures on how to respond to trafficking in persons cases were developed and implemented for all new police officers.(32)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Oversee efforts to eliminate child labor.(4) Composed of government agencies, private employers, workers' organizations, and civil society organizations. Chaired by the Permanent Secretary, with coordination duties performed by the MLSSS Child Labor Division.(27, 59)
National Council for Children's Services	Coordinate, on a quarterly basis, government efforts on child-related issues, including child labor.(4) Operate the National Children Database, which collects comprehensive data on children, including child labor.(4) Led by a presidential appointee and composed of 18 NGOs, private sector representatives, faith-based organizations, and representatives from various ministries.(59)
National Labor Board	Advise the Cabinet Secretary on all issues related to labor and employment, including legal and policy issues.(27)
Counter-Trafficking in Persons Advisory Committee	Coordinate the implementation of policies related to human trafficking and provide prevention and protection services to victims. Mandated by the Counter-Trafficking in Persons Act.(46) Composed of multiple government agencies, private employers, workers' organizations, and civil society organizations.(35)
Local, Advisory, and District Child Labor Committees	Coordinate activities to eliminate child labor at the local level.(4)

The Counter-Trafficking in Persons Advisory Committee met more than four times in 2015.(35)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kenya has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for the Elimination of Child Labor (2004–2015)	Aimed to eliminate the worst forms of child labor by 2015 by targeting vulnerable populations and addressing the root causes of child labor, such as poverty and lack of access to education. Prioritized law enforcement, raising awareness, and universal basic education.(60)
National Plan of Action Against Sexual Exploitation of Children in Kenya (2013–2017)	Aims to prevent, protect, and reintegrate child victims of commercial sexual exploitation. Emphasizes identifying children engaged in commercial sexual exploitation; raising the awareness of community leaders, parents, and tourism employees on commercial sexual exploitation; and implementing programs to assist victims.(58)
Framework for the National Child Protection System for Kenya (2011)	Described the laws and policies that protect children from violence and exploitation, and the roles and responsibilities of the Government to protect children from exploitative work.(61)
Vision 2030: Second Medium-Term Plan (2013–2017)	Identifies child labor as a major challenge that Kenya faces, and aims to finalize and implement the National Policy on Child Labor.(62)
County Integrated Development Plan	Serves as a guide for a county's development planning processes. Required of all 47 counties in Kenya.(63) For example, in Kiambu County, it addresses child labor on coffee and tea estates.(64) In Turkana County, it addresses the issue of street children.(65)
The National Children Policy (2008)	Seeks to protect children from exploitative labor, human trafficking, and commercial sexual exploitation through the enforcement of relevant laws.(66)
The National Education Sector Support Program (2013–2018)*	Aims to enhance access to, and the quality of, basic education.(67)
Kenya National Social Protection Policy (2011)*	Aims to reduce the vulnerability of Kenyans to social, economic, and environmental shocks. Seeks to provide children with access to education and health services.(68)
UNDAF (2014–2018)*	Promotes improved access to education and provides adequate technical and financial capacities to the National Council for Children's Services to align national law with international standards.(69)
Policy for Alternative Provision of Basic Education and Training (2009)*	Provides guidelines for the development and implementation of alternative basic education and training for vulnerable groups.(70)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The National Plan of Action Against Sexual Exploitation of Children in Kenya did not include a corresponding budget.(58) In 2015, the Government sent the drafted National Policy on Child Labor to the Kenyan Parliament for adoption. The National Policy on Child Labor seeks to eliminate child labor by 2015.(27)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Kenya funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Labor-Free Zones	Government-implemented program, with support from the ILO and an Italian NGO, Cooperazione e Sviluppo (CESVI), to create child labor-free zones in fish farms and commercial fishing operations. There are 70 child labor-free zones in 50 villages and on 80 beaches.(4, 6)
Child Labor-Free Supply Chain Certifications	Government program supported by CESVI that develops child labor-free supply chain certifications.(4, 71)
Global Action Program on Child Labor Issues Project (2011–2016)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by The Hague Global Child Labor Conference in 2010.(72) Aims to improve the evidence base on child labor through data collection and research. Also aims to strengthen legal protections and social services delivery for child domestic workers in Kenya.(72) During 2015, awareness-raising activities were conducted in Kisumu, Mombasa, and Nairobi counties against child labor in domestic work.(73)
Combatting Child Labor Through Education Project	Jointly launched by the Government of the Netherlands and the ILO to combat child labor in Bolivia, Indonesia, Kenya, Mali, and Uganda. In 2015, the project launched the World Report on Child Labor and Youth Employment.(74)
National Safety Net Program for Results†	Government-implemented, 5-year cash transfer and social safety net program, with support from the World Bank, that assists the families of working children, orphans, and vulnerable children to meet their basic needs and pay for school-related costs. Household participants grew by 10 percent in 2015.(4, 6, 27, 75) Approximately \$411 million has been committed by the Government of Kenya to the program. In the 2015/2016 budget, the Government allocated approximately \$89 million to the program.(4, 6, 27) An impact evaluation found that this program led to a significant reduction in child labor on family farms.(76)
National Labour Force Survey with Child Labour Module	Government survey to determine the prevalence of child labor in Kenya. Government currently lacks funding to conduct the survey.(27, 77) The last national child labor survey was conducted in 2000.(8) As a result, data may no longer be reflective of the current child labor situation in Kenya.
Child Protection and Rescue Centers†	Government-implemented child protection centers that provide counseling and reintegration services for children in Eldoret, Garissa, Kakamega, Malindi, Mombasa, Nairobi, Nakuru, and Siaya. In addition, in Garissa, Machakos, Malindi, and Thika, the Government operates rescue centers that temporarily house child victims.(17, 29)
Decent Work Country Program (2013–2016)	ILO-IPEC program that seeks to eliminate the worst forms of child labor by establishing a referral system for victims and implementing child labor legislation and policies.(78)
Trafficking in Persons Survey†	Government survey to determine the prevalence of human trafficking in Kenya.(29)
Trafficking in Persons Data Collection and Referral Mechanism Project	\$750,000 USDOS-funded, UNODC project to develop a national trafficking in persons data collection and referral mechanism database to share information and improve data collection nationally.(35)
School Meals Program†	Government program that provides school meals to vulnerable children. Since its inception, it has provided more than 1.5 million children with school meals, which has resulted in improved school attendance.(79)
Wings to Fly Program (2011–2016)	Government program, in partnership with USAID, the Equity Group Foundation, the MasterCard Foundation, and UK Aid, that provides secondary school scholarships to children from needy backgrounds. Provided educational support to 4,090 children to date.(6, 27, 80)
Strengthening Human Security in Turkana (2012–2016)	\$741,615 government program, in partnership with the ILO and multiple UN agencies, to improve human security issues in the area. The program has withdrawn 1,215 children from child labor.(6, 74)
Kitui County Child Rescue Center†	Government program that aims to withdraw and rehabilitate child laborers by providing counseling and life skills training. The government-funded center cost approximately \$34,500.(81)
Refugee Assistance Programs	Government program, with support from UNICEF, that provides educational and nutritional services to 320,250 children.(82)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Regional Counter-Trafficking Project	Government project, with support from the IOM, that aims to combat human trafficking through prevention, protection, and support for victims.(83)

† Program is funded by the Government of Kenya.

Although Kenya has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially the commercial sexual exploitation of children.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kenya (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2015
	Ensure that minimum age laws apply to children working in non-contractual employment.	2011 – 2015
	Raise the compulsory education age to 16 to be equivalent to the minimum age for work.	2013 – 2015
Enforcement	Make information publicly available on labor inspectorate funding, training, inspections, child labor violations, penalties imposed, and whether routine and unannounced inspections are conducted; and ensure that labor enforcement efforts are adequately funded.	2009 – 2015
	Ensure that there is a sufficient number of labor inspectors based on the ILO benchmark.	2015
	Implement measures to make assessing penalties and fines for child labor violations easier.	2010 – 2015
	Make information publicly available about investigating criminal cases related to the worst forms of child labor, including the number of investigations, violations, prosecutions, and convictions.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the UNDAF, National Education Sector Support Programme, Kenya National Social Protection Policy, and Policy for Alternative Provision of Basic Education and Training.	2013 – 2015
	Include a budget in the National Plan of Action Against Sexual Exploitation of Children in Kenya.	2013 – 2015
	Adopt the National Policy on Child Labor.	2009 – 2015
Social Programs	Update data on child labor by conducting a national child labor survey.	2014 – 2015
	Ensure that children can attend primary school either by ensuring that school is free of fees or by subsidizing or defraying the cost of school fees, books, and uniforms. Improve access to education by training new teachers, ensuring that pregnant girls can remain in school, addressing sexual abuse in schools, and ensuring that children are registered at birth.	2010 – 2015
Social Programs	Expand existing programs to address the scope of the child labor problem, including children engaged in commercial sexual exploitation.	2009 – 2015

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In 2015, Kiribati made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Occupational Safety and Health Act, which includes a list of hazardous work prohibited for children under age 18. It ratified the UN CRC on Armed Conflict and the UN CRC on the Sale of Children, Child Prostitution and Child Pornography. However, children in Kiribati are engaged in the worst forms of child labor, including in commercial sexual exploitation. Existing laws fail to fully protect children under age 18 from all forms of commercial sexual exploitation. In addition, the Government did not make sufficient efforts to provide services to children engaged in commercial sexual exploitation.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kiribati are engaged in the worst forms of child labor in commercial sexual exploitation.(1-3) Table 1 provides key indicators on children's work and education in Kiribati. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		112.4

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(4)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cutting toddy palm trees for toddy* (3)
	Fishing* and harvesting clams* (3)
Services	Street vending* and entertaining in bars* (3, 6-8)
	Construction* and portering* (3, 8)
	Seafaring* (3, 8, 9)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1-3, 8, 9)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In Kiribati, a small number of minors are reported to be engaged in commercial sexual exploitation, particularly in hotels and bars.(10) Evidence suggests that the crew members of foreign fishing vessels accounts for much of the demand for children in the commercial sex sector.(1, 2, 11) Girls are reported to receive financial support, food, alcohol, or goods in exchange for sexual services.(2)

Kiribati




MODERATE ADVANCEMENT

While education is free and compulsory for all children until age 15, children face barriers to accessing education due to prohibitive costs of education and the lack of schools in remote areas.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Kiribati has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations on child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 115 of the Employment and Industrial Relations Act (12)
Minimum Age for Hazardous Work	Yes	18	Section 117 of the Employment and Industrial Relations Act (12)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Occupational Safety and Health Act (13)
Prohibition of Forced Labor	Yes		Article 6 of the Constitution; Sections 244 and 249 of the Penal Code; Sections 118(a–d) and 122 of the Employment and Industrial Relations Act (12, 14, 15)
Prohibition of Child Trafficking	Yes		Section 43 of the Measures to Combat Terrorism and Transnational Organized Crime Act; Section 118(b) of the Employment and Industrial Relations Act (12, 16)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 136, 141, and 142 of the Penal Code; Sections 118(f) and 118(g) of the Employment and Industrial Relations Act (12, 14)
Prohibition of Using Children in Illicit Activities	Yes		Section 142 of the Penal Code; Sections 118(h) and 118(i) of the Employment and Industrial Relations Act (12, 14)
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	16	Section 7 of the Education Act (17)
Free Public Education	Yes		Section 11 of the Education Act (17)

† No standing military (18)

In 2015, the Government passed the Occupational Safety and Health Act, which includes a list of hazardous work prohibited for children under age 18.(13) The Government also passed the Employment and Industrial Relations Act, which maintains the minimum age for employment at 14 and the minimum age for hazardous work at 18. The Act also sets 12 as the minimum age for light work, but does not specify the activities and hours of work per week, that are acceptable for children engaged in light work or the conditions under which light work can be undertaken.(12) It also prohibits the use, procurement, and offering of children in illicit activities, including the production and trafficking of drugs.(12)

During the year, the Government ratified two international conventions on child labor: the UN CRC Optional Protocol on Armed Conflict and the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.(19, 20)

Kiribati's laws prohibiting child trafficking are insufficient because they do not specifically prohibit trafficking children domestically.(16) The laws related to the commercial sexual exploitation of children are insufficient because they do not prohibit financially benefitting from the use of children for prostitution or possessing and distributing child pornography.(12, 14)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Human Resources Development	Enforce labor laws, including those related to child labor.(13)
Kiribati Police Force	Enforce criminal laws related to the worst forms of child labor. Investigate cases of human trafficking and sexual exploitation of children through a special Domestic Violence and Sexual Offenses Unit.(6)
Kiribati Director of Public Prosecutions	Take responsibility for criminal prosecutions, including those related to the worst forms of child labor.(22)
Child Protection Officer, Ministry of Women, Youth and Social Affairs (MWYSA)	Remove children from harmful situations, including as a result of sexual exploitation and harsh or exploitative labor. Bring children in need of care and protection to the Court Magistrate to ensure their health and safety.(13, 23)
Court Magistrate	Issue care and protection orders for children who have been harmed, including as a result of sexual exploitation and harsh or exploitative labor.(23)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Kiribati took action to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (22, 24)	\$360,000 (13)
Number of Labor Inspectors	7 (24)	7 (13)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown (24)	Unknown (13)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown (24)	Unknown (13)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (24)	Unknown (13)
■ Number of Penalties Imposed That Were Collected	Unknown (24)	Unknown (13)
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	No (24)	No (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

In 2015, the Government, in collaboration with the ILO, assessed the capacity of the labor inspectorates to implement the new labor laws, particularly on labor inspector training.(13, 25) The Ministry of Labor (MOL) and Human Resources Development labor officers conducted an unknown number of labor inspections.(13) The MOL has no dedicated labor inspectors but has seven

Kiribati

MODERATE ADVANCEMENT

labor officers, six of whom are based in the capital city, Tarawa, and they are tasked with conducting inspections.(6, 13) The MOL does not have an adequate number of officers to provide inspection services.(13)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Kiribati took action to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (26)	N/A
■ Refresher Courses Provided	Unknown	Yes (27)
Number of Investigations	0 (24)	0 (13)
Number of Violations Found	Unknown (24)	Unknown (13)
Number of Prosecutions Initiated	Unknown (24)	Unknown (13)
Number of Convictions	Unknown (24)	Unknown (13)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

In 2015, the Ministry of Women, Youth and Social Affairs conducted training and workshop sessions for police officers, public prosecutors, and social welfare officials on implementing the Children, Young People, and Family Welfare Act, which establishes the referral mechanisms and support services available for children who have been abused and exploited.(27)

The Government does not employ investigators to specifically enforce laws dealing with the worst forms of child labor.(13)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although mechanisms exist to coordinate Government efforts to improve the welfare of children, the Government has not established a mechanism to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Secretary of MWYSA	Coordinate Government authorities and other stakeholders to respond to abuse, neglect, and exploitation of children and young people.(23)
Kiribati National Advisory Committee on Children	Implement the UN CRC, with regard to the worst forms of child labor. Members include the MOL, the Ministry of Education, and the Kiribati police.(13)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kiribati has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Children, Young People, and Families Welfare System Policy	Focuses on strengthening the welfare system, in part by implementing services to prevent the abuse, violence, neglect, and exploitation of children and young people, including in hazardous labor.(28)
UNDAF for the Pacific Region (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island countries and territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(29) In Kiribati, includes initiatives to prevent and respond to abuse and exploitation of children.(30)
Education Sector Strategic Plan (2012–2015)*	Establishes goals to guide the planning and delivery of high-quality and relevant education for all children. Includes providing conducive learning environments in schools and professional development for teachers and staff.(31)
The Beijing Declaration on South-South Cooperation for Child Rights in the Asia Pacific Region	Commits signatories to advancing efforts to protect children's rights, including pertaining to child labor, child trafficking, and child pornography.(32)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, the Government developed a draft action plan to eliminate the worst forms of child labor.(33)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Kiribati funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Pacific Sub-Regional Child Labor and Trafficking Program	ILO-supported program that expands the work and lessons learned from its TACKLE program in Fiji to Kiribati, Samoa, and Solomon Islands.(8) Activities include facilitating meetings, conducting research, raising awareness, providing trainings, and building government capacity to address child labor.(34) In April 2015, representatives from Kiribati participated in the Program forum, which brought together national policymakers from five countries to discuss best practices for addressing child labor and trafficking issues.(8)
Safenet‡	MWYSA-coordinated program that allows government, churches, and NGOs to collect data, share information, and provide assistance to child victims found in exploitative and violent situations.(13)
Hotlines‡	MWYSA-supported 24-hour hotline for children to report violations, request information, or obtain access to services.(6) Domestic Violence and Sexual Offenses unit operates two 24-hour phone-line services for reporting exploitation and abuse.(21)
Awareness-raising Radio Broadcasts	MWYSA-operated weekly radio program and workshops with community and educational leaders to address child protection issues, including the commercial sexual exploitation of children.(21, 27)
Kiribati Educational Improvement Program	Multipartner aid program to provide greater protection and educational opportunities to children through policy and legislative review, workforce development, improvement of school curriculum, and infrastructure development in the education sector. Partners include the Government of Kiribati, Australian Agency for International Development, UNICEF, and UNESCO.(35)

‡ Program is funded by the Government of Kiribati.

In July 2015, Kiribati participated in the ILO Sub-Regional Skills and Livelihood Training for Older Out-Of-School Children in Child Labor or At Risk in the Pacific. The training focused on highlighting opportunities to develop the skills of children under age 18 who are at risk of engaging in child labor, as well as identifying opportunities to mainstream skill development initiatives into existing social programs.(36)

During the reporting period, the ILO released the results of the Rapid Assessment on Child Labor in Tarawa, conducted by ILO-IPEC and the Government in 2012.(3)

Although Kiribati has programs that target the commercial sexual exploitation of children, these programs are insufficient to fully address the scope of the problem. Specifically, the Government does not have programs that offer targeted services to victims.(2)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kiribati (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law specifies the activities and number of hours of work per week that are acceptable for children engaged in light work, as well as, the conditions under which children can engage in light work.	2015
	Ensure that the law specifically prohibits the trafficking of children domestically.	2015
	Ensure that the law prohibits financially benefiting from the use of children in prostitution and distributing and possessing child pornography.	2015
Enforcement	Collect and publish data on the enforcement of child labor laws, including the number of labor inspections conducted, child labor violations found, and penalties imposed. Collect and publish data on the enforcement of criminal laws prohibiting the worst forms of child, including the number of violations found, prosecutions initiated, and convictions completed.	2012 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure employment of an adequate number of labor inspectors and police officers; allocate sufficient resources to investigate child labor violations, including the worst forms of child labor.	2010 – 2015
	Establish a mechanism for child labor complaints.	2015
Coordination	Establish a mechanism to coordinate the Government's efforts to combat child labor, including its worst forms.	2013 – 2015
Policies	Integrate child labor elimination and prevention strategies into policies that seek to prevent and respond to child exploitation.	2014 – 2015
Social Programs	Implement programs to alleviate the financial burden of education and to increase access to schools in remote locations.	2014 – 2015
	Implement programs to sufficiently identify and serve victims of commercial sexual exploitation of children.	2009 – 2015

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In 2015, Kosovo made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government increased funding to the Ministry of Labor and Social Welfare's Social Assistance Benefits program by 25 percent, which increased benefits available to children in low income families, who are most vulnerable to situations of child labor. The Directorate of Trafficking in Human Being Investigation also conducted targeted investigations to identify child beggars who were victims of human trafficking. However, children in Kosovo are engaged in child labor, including in street work, and in the worst forms of child labor, including in commercial sexual exploitation. Children from minority communities continue to face barriers to accessing education. In addition, the Labor Inspectorate continues to face financial and human resource constraints that impede its ability to conduct targeted and unannounced inspections in all relevant sectors.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Kosovo are engaged in child labor, including in street work.(1-4) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1, 2, 4-6) A Multiple Indicator Cluster Survey (MICS) conducted from 2013 to 2014 determined that 5,398 children in Kosovo were engaged in child labor.(7) A parallel MICS targeting the Roma, Ashkali, and Egyptian communities in Kosovo found that 2,168 children from these communities were engaged in child labor.(8) Data on key indicators on children's work and education are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(9)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, activities unknown (2-4, 11, 12)
	Forestry,* activities unknown (2, 13)
Industry	Mining, including for coal*† (3, 4, 14, 15)
Services	Street work, including vending small items,† transporting goods,† and begging† (1-4, 11, 14, 15)
	Scavenging at dumpsites (2, 4, 11)
	Cleaning hotels and offices* (12)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced begging sometimes as a result of human trafficking (1, 5, 16)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 4, 5, 16)
	Use in illicit activities* (2, 4)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Kosovo is a source and destination country for child trafficking. The majority of child trafficking victims are girls ages 14 to 17, who are primarily trafficked domestically for commercial sexual exploitation.(5, 17, 18)




Children from Kosovo and neighboring countries are also subjected to forced begging in Kosovo, sometimes by organized criminal groups.(1, 5, 18) The majority of children involved in begging and other street work are members of the Roma, Ashkali, and Egyptian minority ethnic groups.(1)

Children from the Ashkali, Egyptian, and Roma communities continue to experience difficulty accessing education.(19) A shortage of native-language teachers continues to contribute to low school attendance rates among ethnic minority children, despite some government efforts to ensure the right to native-language education.(3, 20) In addition, the prohibitively high fee for birth registration leaves some children in these communities without registration, which sometimes prevents children from enrolling in schools.(3, 20, 21) Children who are unable to access education are more vulnerable to exploitation in the worst forms of child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Kosovo is not a UN member country; therefore, the Government is not eligible to ratify any ILO or other UN conventions. Article 22 of Kosovo's Constitution, however, incorporates the UN CRC into the national legal framework.(22)

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	N/A
	ILO C. 182, Worst Forms of Child Labor	N/A
	UN CRC	N/A
	UN CRC Optional Protocol on Armed Conflict	N/A
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A
	Palermo Protocol on Trafficking in Persons	N/A

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 7 of the Labor Law (23)
Minimum Age for Hazardous Work	Yes	18	Articles 20, 23, 26-28, and 45 of the Labor Law (23)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Administrative Instruction 05/2013; Article 45 of the Labor Law (15, 23, 24)
Prohibition of Forced Labor	Yes		Article 6 of the Labor Law; Articles 169, 171, and 231 of the Criminal Code; Law on the Prevention and Elimination of Human Trafficking and Protection of the Victims of Trafficking (23, 25, 26)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Articles 171 and 231 of the Criminal Code; Law on the Prevention and Elimination of Human Trafficking and Protection of the Victims of Trafficking (25, 26)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 231, 237, 238, 241, and 242 of the Criminal Code (25)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 13 of the Law on the Kosovo Security Force (27)
Compulsory Education Age	Yes	15‡	Article 9 of the Law on Pre-University Education (28)
Free Public Education	Yes		Article 9 of the Law on Pre-University Education (14, 28, 29)

* No conscription (27)

‡ Age calculated based on available information

In June 2015, the Kosovo Committee for the Prevention of Hazardous Forms of Child Labor, chaired by the Minister of Labor and Social Welfare, approved a regulation reauthorizing the Committee's working group in charge of updating the prohibitions of hazardous occupations and activities prohibited for children, after its mandate expired earlier in 2015.(4, 30)

During the reporting period, the Ministry of Agriculture also proposed a draft amendment to the Law on Forestry that would ban children from working in all areas of forestry.(4) The Administrative Instruction 05/2013 already prohibits children from engaging in the collection of wild fruits, harvesting of trees, opening of holes for planting trees, and cutting and processing of wood.(15)

Article 9 of the Law on Pre-University Education makes education compulsory beginning at the start of the school year following a child's sixth birthday and continuing for five years of primary education and four years of lower secondary education. As a result, children typically complete compulsory education at age 15.(28)

Laws related to illicit activities are not sufficient, as the use, procurement, and offering of children for the production and trafficking of drugs is not criminally prohibited.(25)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Welfare (MLSW) Labor Inspectorate	Conduct inspections to enforce labor laws, including child labor laws, with a focus on protecting children who are legally employed. Refer all cases of children under age 15 involved in hazardous child labor practices to the MLSW Regional Centers for Social Work.(4)
MLSW Department of Social Welfare	Remove children determined to be in situations of hazardous child labor.(14)
MLSW Regional Centers for Social Work	Address cases of child labor involving children under age 15 and enter these cases into a nationwide database accessible by all relevant stakeholders. Provide social services to identified child laborers, including reintegration into school, age-appropriate employment for children ages 15 to 17, and provision of remedial classes.(4)
Kosovo Police	Enforce criminal laws against forced child labor and commercial sexual exploitation of children. Enforce criminal laws against human trafficking, including child trafficking, through the Directorate of Trafficking in Human Beings Investigation.(4, 31)
Ministry of Justice	Enforce criminal laws against forced child labor, child trafficking, and commercial sexual exploitation of children.(31)
Ministry of Education, Science, and Technology	Conduct education inspections to ensure that students have an appropriate balance of school and work hours.(32)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Kosovo took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$564,354 (31)	\$612,632 (4)
Number of Labor Inspectors	51 (31)	51 (4)
Inspectorate Authorized to Assess Penalties	Yes (31)	Yes (4)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (31)	No (4)
■ Training on New Laws Related to Child Labor	No (31)	N/A
■ Refresher Courses Provided	No (31)	No (4)
Number of Labor Inspections	9,337 (31)	9,505 (4)
■ Number Conducted at Worksite	9,337 (31)	9,505 (4)
■ Number Conducted by Desk Reviews	Unknown	N/A
Number of Child Labor Violations Found	0 (31)	0 (4)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (31)	Yes (4)
■ Routine Inspections Targeted	Yes (31)	Yes (4)
Unannounced Inspections Permitted	Yes (31)	Yes (4)
Unannounced Inspections Conducted	Yes (31)	Yes (4)
Complaint Mechanism Exists	Yes (31)	Yes (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (31)	Yes (4)

Ministry of Labor and Social Welfare (MLSW) and Labor Inspectorate officials reported that the current number of labor inspectors is inadequate to fully address child labor issues in Kosovo, but that requests to increase the number of labor inspectors have been repeatedly denied since its establishment in 2002.⁽⁴⁾ Labor Inspectorate officials also reported inadequate office space, work materials, transportation, and equipment such as official cell phones and cameras.⁽⁴⁾ Inspectors noted that resource constraints prevented them from conducting unannounced or proactively targeted investigations outside of the construction sector in 2015.⁽⁴⁾

The Labor Inspectorate does not oversee the employment of children younger than age 15, the minimum age for work. Child labor involving children below the legal working age falls under the mandate of the MLSW's Regional Centers for Social Work.⁽⁴⁾ In 2015, the Regional Centers for Social Work identified 157 children engaged in child labor in agriculture, street work, scavenging, mining, and the hotel and hospitality sectors. Of these children, 93 were permanently removed from hazardous work situations and reintegrated into schools.⁽⁴⁾

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Kosovo took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (31)	Yes (4)
Number of Investigations	0 (31)	Unknown* (4)
Number of Violations Found	18 (31)	21 (4)
Number of Prosecutions Initiated	Unknown* (31)	Unknown* (4)
Number of Convictions	Unknown* (31)	Unknown* (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (31)	Yes (4)

*The Government does not make this information publicly available.

The Kosovo Judicial Council does not publish quantitative data on cases tried; therefore, information on the number of prosecutions, convictions, and implementation of penalties related to criminal laws on child labor is not available. Additionally, the Kosovo Police do not systematically track whether children involved in child labor are referred to providers of social services as a result of investigations.(31)

Research found that judges and prosecutors sometimes incompletely or incorrectly apply human trafficking laws, which hinders effective prosecutions. Human trafficking cases have sometimes been classified as less severe offenses, resulting in lighter penalties for the perpetrators.(5, 33)

In 2015, the Kosovo Police's Directorate of Trafficking in Human Being Investigation conducted an operation in all seven districts of Kosovo to identify child beggars who are human trafficking victims. With the assistance of the Regional Centers for Social Work and municipal police stations, 41 child beggars were interviewed.(4) None of the children interviewed were determined to be human trafficking victims. However, criminal charges were filed against the parents of eight children under Article 250 of the Criminal Code, which prohibits mistreating or abandoning a child, including by compelling a child to beg.(4, 25)

In 2015, Kosovo Police identified 13 victims of child trafficking, including 7 children subjected to commercial sexual exploitation, 5 engaged in show business, and 1 child engaged in begging.(4) All 13 children were reportedly referred to a shelter for human trafficking victims and provided with social services.(4)

In 2015, the Directorate of Trafficking in Human Being Investigation reported that, in contrast to 2014, the unit is now adequately equipped with vehicles and work equipment for undercover investigations due to a donation from the EU Rule of Law Mission in Kosovo.(4)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Kosovo Committee for Prevention and Elimination of Child Labor	Oversee and provide policy guidance for activities to prevent and eliminate child labor. Members consist of representatives from government agencies, the Kosovo Police, trade unions, the Kosovo Chamber of Commerce, and a child protection NGO.(14)
Child Labor Monitoring System (CLMS)	Coordinate approach to address child labor at the municipal level, including by overseeing Municipal Local Action Committees. Address child labor by promoting best practices for the identification and provision of services to child laborers, documenting child labor trends in specific sectors, planning for measures to be undertaken at the local level for the prevention and elimination of the worst forms of child labor, and evaluating the efficiency of existing responses at local levels.(4)
National Authority against Trafficking in Human Beings	Coordinate policy implementation, monitoring, and reporting on the implementation of actions to combat human trafficking, including child trafficking. Efforts are led by a National Anti-Trafficking Coordinator through the Ministry of Interior Affairs.(6, 30, 34)
Municipal Local Action Committees	Coordinate municipal-level approach to preventing and eliminating child labor, and report to the CLMS. Members consist of representatives from local schools, municipal education departments, the Kosovo Police, and the MLSW.(14, 21)

All 38 municipalities in Kosovo have a Directorate of Health and Social Welfare and a Municipal Center for Social Work (CSW) that serve as child labor monitoring bodies.(21) Directorates and CSWs are individually responsible for monitoring the child labor situation in a given municipality, and they share data at the local level.(14, 21, 29) In late 2013, the MLSW began using new software to collect and process data on labor violations, and to make these data available to all ministries and law enforcement bodies.(4) Despite this technological advance, however, the Child Labor Monitoring System lacks quality data analysis and would benefit from an increased focus on using data to develop meaningful policy responses to identified child labor issues.(30)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Kosovo has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy and Action Plan for the Prevention and Elimination of Child Labor in Kosovo (2011–2016)	Aims to eliminate the worst forms of child labor in Kosovo by 2016, with a focus on prevention, as well as withdrawal of children from the worst forms of child labor, protection of young workers, and integration of gender concerns into anti-child labor efforts.(35)
National Strategy and Action Plan against Trafficking in Persons (2015–2019)†	Aims to prevent and combat human trafficking, through awareness-raising, increased victim identification, and strengthened investigation and prosecution of human trafficking cases. Also aims to coordinate provision of services to victims.(36) Action plan includes the goal of conducting and publishing research on children transiting Kosovo, Albania, and Macedonia, who are at high risk for human trafficking.(37)
Strategy for the Integration of Roma, Ashkali, and Egyptian Communities (2009–2015)	Promotes the protection of the Ashkali, Egyptian, and Roma communities, and calls for their full integration into Kosovar society. Includes actions in various areas, including education, and established a fund specifically dedicated to improving these communities' access to educational opportunities.(38)

† Policy was approved during the reporting period.

In 2015, the MLSW reported that the lack of human and financial resources continues to constrain the full implementation of the National Strategy and Action Plan for the Prevention and Elimination of Child Labor in Kosovo.(4)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Kosovo funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Kosovo Shelter Coalition and Hope and Homes for Children†	MLSW-funded coalition of eight NGOs that provide shelter to victims of human trafficking and domestic violence, as well as at-risk youth.(18) Beneficiaries include the NGO Hope and Homes for Children, which provides services only to victims of child trafficking.(6, 18)
Social Assistance Benefits†	MLSW program that provides monthly social assistance benefits to needy families. Benefits are increased per child, conditioned on the child's school attendance.(14) In November 2015, the Government approved the MLSW's recommendation to increase social assistance funding by 25 percent.(4)
Free School Meals and Text Books†	Ministry of Education, Science, and Technology program that provides free school meals for children up to age 15, and free textbooks through fifth grade.(14)
Social Inclusion and Improvement of Living Conditions for Roma, Ashkali, and Egyptians, and Other Vulnerable Groups in Kosovo (2013–2016)†	Government and foreign donor-funded project implemented by Terre des Hommes and a local NGO.(39) Focuses on four basic areas: empowerment and advocacy; basic, secondary, and tertiary education; sanitation and housing; and vocational education, employment, and income to improve the lives of minority communities in Kosovo. Based on the Government's Strategy for the Integration of Ashkali, Egyptian, and Roma communities.(39)
Trafficking Awareness Campaign†	Annual government program to raise awareness of human trafficking among potential human trafficking victims.(18)

† Program is funded by the Government of Kosovo.

Although children begging is a problem in Kosovo, the Director of the Center for Social Work in Pristina has stated that there are no shelters or rehabilitation centers to which child beggars can be referred, nor are there any facilities capable of providing social reintegration services to these children.(1, 21)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Kosovo (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law prohibits the use of children in all illicit activities, including the use, procurement, and offering of children for the production and trafficking of drugs.	2013 – 2015
Enforcement	Provide initial training and refresher courses on laws related to child labor to labor inspectors.	2009 – 2015
	Increase the Labor Inspectorate's budget, number of personnel, and access to needed resources to facilitate effective targeting and investigation of cases of child labor, including ensuring that unannounced inspections are conducted in all relevant sectors.	2009 – 2015
	Make publicly available all information on the training of criminal law enforcement officials.	2015
	Improve the collection and publication of data on the number and results of investigations related to criminal violations of child labor laws, including the number of related prosecutions, convictions, the implementation of penalties, and the referral of children found in child labor to appropriate services.	2009 – 2015
	Ensure that the penalties in the legal framework regulating the crime of human trafficking are correctly applied, including by providing training to prosecutors and judges on the legal framework for human trafficking.	2012 – 2015
Coordination	Strengthen the Child Labor Monitoring System to better collect and analyze data on child labor, and to synthesize data and develop appropriate policy responses at the national and municipal levels.	2013 – 2015
Government Policies	Provide adequate funding to implement the National Strategy and Action Plan for the Prevention and Elimination of Child Labor in Kosovo.	2014 – 2015
Social Programs	Increase efforts to address barriers to education for children from the Ashkali, Egyptian, and Roma communities, including the lack of birth registration and of native-language teachers from minority communities.	2011 – 2015
	Develop an infrastructure for the provision of social services to children found in street work, including begging.	2014 – 2015

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In 2015, the Kyrgyz Republic made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established a Coordination Council for Social Protection and Children's Rights and passed a resolution to set up a procedure for the identification of children living in difficult conditions, including those engaged in child labor. In addition, the Government funded and participated in programs that include the goal of eliminating or preventing child labor. However, children in the Kyrgyz Republic are engaged in child labor, including in cultivating cotton and selling items in the bazaars. The State Inspectorate did not conduct inspections to ensure compliance with legal minimum age protections. The compulsory education age remained lower than the minimum age to work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Kyrgyz Republic are engaged in child labor, including in cultivating cotton and selling items in the bazaars.(1-4) According to the most recent child labor survey conducted in 2007, child labor is concentrated in agriculture, primarily in the *oblasts* (provinces) of Issyk Kul and Osh. Children also transport and sell items in local bazaars.(5) Table 1 provides key indicators on children's work and education in the Kyrgyz Republic.

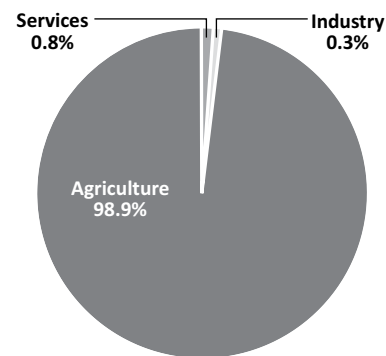
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	33.9 (397,407)
Attending School (%)	10-14 yrs.	86.5
Combining Work and School (%)	10-14 yrs.	41.0
Primary Completion Rate (%)		105.0

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2014.(7) Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between the surveys used to collect the data.

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivating cotton, tobacco,† rice,* potatoes,* sugar beets,* and wheat* (3, 4, 8-13)
	Raising cattle* and sheep* (8, 11-13)
Industry	Coal mining*† (4, 8, 12, 13)
	Brick making* (8, 12, 13)
	Construction, including lifting and portering construction materials,* and cutting metal sheets for roofs* (8, 13)
Services	Loading and unloading goods, portering, collecting plastic bottles* and garbage, and selling items, including food and newspapers, in bazaars (2-5, 10, 14-16)
	Washing cars* (10, 15)
	Working in restaurants and cafes, including serving food* and washing dishes* (3, 12, 17)
	Street work, including begging and shoe shining* (12, 15, 18, 19)
	Domestic work, including child care* (4, 9, 19, 20)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Raising cattle and sheep, sometimes as a result of human trafficking* (4, 8)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (8, 15, 16, 19, 20)
	Use in illicit activities, including trafficking illegal drugs, as a result of human trafficking* (20, 21)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Some girls from Uzbekistan are subjected to commercial sexual exploitation as a result of human trafficking in the Kyrgyz Republic.(20) In addition, some parents who migrate to Kazakhstan, Russia, or other areas of the country to work leave their children behind, oftentimes without birth certificates and guardianship documents. As a result, some of these children cannot enroll in school and are vulnerable to the worst forms of child labor.(3, 5, 12, 22) While there are estimated to be few ethnic Lyuli, a subgroup of the Roma people living in Central Asia, in the Kyrgyz Republic (approximately 3,500), many children from this community are vulnerable to child labor as they do not attend school.(5, 21, 23) Children with disabilities and those living and working on the street also have difficulty accessing education.(2, 5, 8, 24) The practice of schools requiring residence registration, known as *propiska*, for enrollment may also hinder access to education, although, according to the Ministry of Education and Science, this is not mandatory.(8, 9, 16)

In 2014, the National Statistical Committee of the Kyrgyz Republic, in cooperation with the ILO, conducted a National Child Labor Survey in 2014, the results of which were presented in a roundtable discussion in 2016. The results show that while the rate of child labor has decreased from 32.9 percent in 2007 to 27.8 percent in 2014, the rate of children engaged in hazardous child labor has increased from 12.5 percent in 2007 to 18.6 percent in 2014.(25) The full report of the survey is expected to be published in 2016.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Kyrgyz Republic has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 18 of the Labor Code (26)
Minimum Age for Hazardous Work	Yes	18	Article 294 of the Labor Code; Article 15 of the Code on Children (26, 27)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 294 of the Labor Code; Decree 314; Annex I of Decree 548 (26, 28, 29)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code; Article 15.2 of the Code on Children; Article 1 of the Law on Preventing and Combating Human Trafficking; Article 124 of the Criminal Code (26, 27, 30, 31)
Prohibition of Child Trafficking	Yes		Article 1 of the Law on Preventing and Combating Human Trafficking; Article 124 of the Criminal Code (30, 31)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 157 of the Criminal Code; Articles 5 and 15 of the Code on Children (27, 30)
Prohibition of Using Children in Illicit Activities	Yes		Articles 157, 247, 249, and 375 of the Criminal Code; Articles 5 and 15 of the Code on Children (27, 30)
Minimum Age for Compulsory Military Recruitment	Yes	18	Articles 17.1 and 22.1 of the Law on Military Service (32)
Minimum Age for Voluntary Military Service	Yes	18	Article 24.1 of the Law on Military Service (32)
Compulsory Education Age	Yes	15‡	Article 16 of the Law on Education (33)
Free Public Education	Yes		Article 16 of the Law on Education (33)

‡ Age calculated based on available information

According to Article 6 of the Labor Code, protections, such as the minimum age of employment and prohibition on hazardous work, are not extended to children engaged in non-contractual employment.(26) Most incidences of child labor occur in employment relationships in which the child has no signed employment contract with the employer.(3, 11)

Although the Kyrgyz Republic has ratified the Palermo Protocol, which necessitates waiving requirements related to the use of force, deception, or fraud for child victims of human trafficking, both the Law on Preventing and Combating Human Trafficking and the Criminal Code require these elements during the human trafficking process.(30, 31)

Children in the Kyrgyz Republic are required to attend school only until grade nine, which is typically until they reach age 14 or 15.(3, 9, 34) This standard makes children ages 14 and 15 vulnerable to child labor because they are not required to be in school, but they also are not yet legally permitted to work.

The Government drafted a revised list of hazardous work for children in 2011, which is pending review by the Ministry of Labor and Social Development.(1)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Inspectorate on Ecological and Technical Safety	Monitor work sites and refer child laborers to social services. Cooperate with the Inspectorate for Minors' Affairs in the Ministry of Internal Affairs, the Prosecutor General's Office, and regional State District Administration authorities to enforce child labor laws.(35)
Ministry of Internal Affairs, Inspectorate for Minors' Affairs	Enforce criminal laws related to child labor, including its worst forms; conduct independent inspections and joint raids with the State Inspectorate on Ecological and Technical Safety to find neglected or abused children; and refer children to social institutions for care.(35)
Prosecutor General's Office	Enforce and apply laws concerning labor, including by conducting labor inspections and investigating child labor violations in coordination with the State Inspectorate on Ecological and Technical Safety.(35, 36)
<i>Oblast</i> Administration	Enforce child labor laws at the <i>oblast</i> level.(35)
Ministry of Labor and Social Development	Serve as the key government agency for child issues. Charged with protecting children and families in difficult conditions, including child laborers.(21) The Ministry's Department of Child Protection covers child labor issues. Monitor for children engaged in the worst forms of child labor.(21) Coordinate with <i>oblast</i> -level authorities to pursue violations of child labor laws.(37)

Labor Law Enforcement

In 2015, law enforcement agencies in the Kyrgyz Republic took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	23 (2)	23 (2)
Inspectorate Authorized to Assess Penalties	Yes (2)	Yes (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (2)	No (1)
Number of Labor Inspections	Unknown	Unknown (23)
■ Number Conducted at Worksite	Unknown	Unknown (23)
■ Number Conducted by Desk Reviews	Unknown	Unknown (23)
Number of Child Labor Violations Found	243 (2)	Unknown (23)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown (23)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown (23)
Routine Inspections Conducted	Yes (2)	Unknown (23)
■ Routine Inspections Targeted	Yes (2)	Unknown (23)
Unannounced Inspections Permitted	No (2)	No (2)
Unannounced Inspections Conducted	N/A	N/A
Complaint Mechanism Exists	Yes (2)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (35)	Yes (38)

According to the ILO recommendation of 1 inspector for every 20,000 workers in transitioning economies, the Kyrgyz Republic should employ about 132 inspectors to adequately enforce labor laws throughout the country.(2, 39-41) The State Inspectorate on Ecological and Technical Safety acknowledged that the number of labor inspectors was inadequate to ensure appropriate enforcement of child labor laws.(2) The Inspectorate conducted child labor inspections but since inspectors monitor a number of conditions in addition to child labor, it does not publish disaggregate statistics on child labor.(23)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the Kyrgyz Republic took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown (42)	0 (1)
Number of Violations Found	Unknown	0 (1)
Number of Prosecutions Initiated	Unknown (42)	N/A (1)
Number of Convictions	Unknown (42)	N/A (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (20)	Yes (38)

In 2015, the Government passed a resolution establishing the identification process for children in difficult living conditions, including those engaged in the worst forms of child labor. An integral part of this process is the referral of identified children to social and educational services.(38)

There were no reports of police misconduct, nor of children engaged in child labor being treated as criminals.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Coordination Council for Social Protection and Children's Rights*	Develop policies to eliminate child labor.(1) Chaired by the Deputy Prime Minister, members include representatives from the Ministries of Labor and Social Development, Internal Affairs, Finance, and Education and Science, as well as civil society organizations.(43, 44) During the reporting period, the Council drafted a National Action Plan on Child Labor and submitted it to the Ministry of Labor and Social Development for review.(1) The Council also asked the Ministry of Labor and Social Development to provide information on what measures the Ministry has taken to establish guardianship for children whose parents migrate to other areas or countries.(44)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Kyrgyz Republic has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Regulations on the Procedure for the Identification of Children and Families in Difficult Situations†	Establishes the identification process of children in difficult living conditions, including those engaged in the worst forms of child labor. Actors involved in the identification process include employees of the Ministries of Education and Science, Labor and Social Development, Internal Affairs, and Health.(38) The process includes receiving complaints, conducting outreach activities, devising an individual action plan, removing the child from the worst forms of child labor, and providing financial and educational services.(38)
National Program Against Human Trafficking and Action Plan for the Implementation of the Program (2013–2016)	Aims to provide protection to children in difficult situations to prevent them from becoming victims of sexual, labor, or criminal exploitation.(35)
Sustainable Development Plan (2013–2017)	Addresses child labor by undertaking a child labor survey, strengthening enforcement mechanisms for monitoring child labor, and replicating best practices to improve access to education.(35, 45)
Roadmap on Out-of-School Children*	Seeks to collect information on the problem of school non-attendance and develop a comprehensive list of activities to address the issue. Developed by UNICEF, the ILO, and the Ministry of Education and Science.(45)
National Education Strategy (2012–2020)*	Seeks to expand coverage of preschool education, improve access to basic and general secondary education, and develop skills based on labor market needs. Also promotes adult and non-formal education for those who never attended school or dropped out early due to child labor.(34)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

The Ministry of Education and Science is reviewing a change in the definition of out-of-school children to replace 45 missed days in an academic year with 10 days in 1 month. This change is expected to facilitate the identification of children who engage in child labor in agriculture during the harvest season.(1)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the Kyrgyz Republic funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Combating Child Labor in Central Asia—Commitment Becomes Action (PROACT CAR Phase III) (2010–2016)	\$4.57 million Government of Germany-funded, 5-year project, implemented by the ILO-IPEC to mainstream child labor issues into national policies and legislation, build the capacity of stakeholders, and provide direct services to children withdrawn from the worst forms of child labor.(45) A manual for teachers on non-formal education was developed and incorporated in the regular teacher training package.(46) A pilot program in two districts consists of evening classes for children engaged in child labor and child labor monitoring by teachers and social workers.(8, 47)
Implementing Practices to Address Child Labor in Tobacco in Kyrgyzstan (IMPACT) (2013–2015)	\$709,943 Eliminating Child Labor in Tobacco Growing Foundation-funded, 2-year project implemented by the Alliance on the Protection of Child Rights that worked to eliminate child labor in tobacco-growing communities in southern areas of the Kyrgyz Republic. Objectives included withdrawing or preventing 3,000 children from entering child labor and improving access to education, water, and sanitation.(48)
Evening Classes for Child Laborers†	ILO and Ministry of Education and Science project that provides evening classes to secondary school students in districts with a high concentration of child laborers. Includes weekly or biweekly family consultations with social workers who observe the children and provide parents with information on the hazards of child labor.(49)
Social Support for Children and Families in Difficult Living Conditions†	Social workers monitor places where children may be working, with a primary focus on bazaars, and return children to school.(37)
Technical Assistance to the Government of Kyrgyzstan to Strengthen the Legal and Operational Framework for Combating Trafficking in Persons (2015–2018)*	\$750,000 USDOS-funded, 3-year project implemented by the IOM to establish an anti-trafficking task force; support the development of a National Referral Mechanism; and provide anti-human-trafficking trainings to government officials, such as judges, prosecutors, and law enforcement officers.(50)
Cash Transfer Program*†	Government cash transfer program for families living in difficult conditions.(1) In 2015, the Government helped 4,403 children in difficult conditions, including those engaged in child labor.(51)
Ministry of Education and Science National School Attendance Database†	Pilot national electronic database to track children who do not attend school. After the database is developed and used throughout the country, database information will be shared with the Ministry of Labor and Social Development to assist children engaged in child labor.(9) The Ministry of Internal Affairs will also be informed of cases of criminal violations of child labor laws. In addition, social pedagogues will work with families to ensure that children attend school.(9)
Toll-Free Hotline for Human Trafficking†	Ministry for Social Development toll-free line provided to the IOM that offers information to potential labor migrants and assistance to victims of human trafficking.(23)
Awareness-Raising Campaign†	One-month joint campaign of the Ministry of Labor and Social Development and the Ministry of Education and Science to raise awareness on child labor called “No to child labor, Yes to quality of education,” consisting of competitions and roundtables.(52)

* Program was launched during the reporting period.

† Program is funded by the Government of the Kyrgyz Republic.

Although the Kyrgyz Republic has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Kyrgyz Republic (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law’s minimum age provisions and hazardous work prohibitions apply to all children, including those working without a signed employment contract.	2014 – 2015
	Ensure that child trafficking laws do not require an element of force or deception and are in accordance with international standards.	2015
	Increase the age for compulsory schooling to 16, the minimum age to work.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make publicly available information about the funding of the State Inspectorate, the training system for labor inspectors and criminal investigators, the number of labor inspections, including those conducted at worksites or by desk review, the number of child labor violations found, and the number of penalties imposed and collected, and information about whether inspections are routine or targeted.	2011 – 2015
	Strengthen the labor inspection system by permitting and conducting unannounced inspections.	2014 – 2015
	Increase the number of labor inspectors and provide inspectors with adequate resources to conduct inspections.	2012 – 2015
	Ensure that cases of the worst forms of child labor are investigated and prosecuted.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the Roadmap on Out-of-School Children and the National Education Strategy.	2015
Social Programs	Ensure that all children have access to free education, including children with disabilities and those without birth certificates.	2009 – 2015
	Expand existing programs to address the scope of the child labor problem.	2014 – 2015

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In 2015, Lebanon made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Education and Higher Education participated in an initiative to provide free education up to grade nine for 200,000 Lebanese and refugee children. In addition, the Government participated in programs to assist children engaged in street work and Syrian child laborers. However, children in Lebanon are engaged in the worst forms of child labor, including in the production of tobacco and commercial sexual exploitation. Labor law enforcement is weak due to a lack of resources, and enforcement agencies do not maintain enforcement data. There are not sufficient programs and services to address the extent of child labor, specifically targeting domestic service and commercial sexual exploitation.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Lebanon are engaged in the worst forms of child labor, including in the production of tobacco and commercial sexual exploitation.(1-7) Table 1 provides key indicators on children's work and education in Lebanon. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		78.1

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(8)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including picking potatoes, cucumbers,* almonds,* plums,* olives,* citrus fruit,* beans,* and figs* (2, 6, 10-12)
	Production of tobacco† (5-7)
	Fishing,* activities unknown (13, 14)
Industry	Construction,† including carpentry and welding*† (6, 13, 14)
	Rock quarrying*† (15)
	Painting furniture†* and making handicrafts,* including soap,* souvenirs,* and fishing nets* (6, 13, 14)
Services	Street work,† including begging, street vending, portering, washing cars,* scavenging garbage,† and shining shoes (2, 6, 10, 13, 16, 17)
	Maintenance and repair of motor vehicles,† including painting*† (6, 13, 15)
	Domestic work† (6, 18, 19)
	Cleaning sewage*† (2, 14)
	Food service*† (14, 16)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Working in cemeteries,* including covering bodies in shrouds,* cleaning graves,* and assisting with rituals* (20, 21)
	Cleaning market places* (2, 13)
	Working in slaughterhouses*† and butcheries* (5, 13, 14)
	Working in small shops (13, 14, 16)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including drug trafficking, sometimes as a result of human trafficking* and arms dealing* (1, 17, 21-23)
	Forced begging, sometimes as a result of human trafficking (1, 4, 23, 24)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1-4, 14, 22, 25)
	Forced labor in agriculture, sometimes as a result of human trafficking* (4, 19, 23, 26)
	Use in hostility-related activities, including manning checkpoints or working as guards* (27)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Child labor has increased and its conditions have worsened since the influx of Syrian refugees into Lebanon.(14) As of December 2015, approximately 1.07 million Syrian refugees in Lebanon registered with UNHCR, about half a million of whom are children.(14, 28) Child labor is also prevalent in other refugee communities in Lebanon, including the Palestinian and Iraqi communities.(14)

Some Lebanese and Syrian children are subjected to forced begging and commercial sexual exploitation, sometimes as a result of human trafficking from Syria or internally within Lebanon. In particular, Syrian girls are trafficked into Lebanon for commercial sexual exploitation under the guise of marriage.(1, 4) Children working on the streets are sometimes forced into commercial sexual exploitation and illicit work by criminal gangs or acquaintances. A 2011 study found that boys working on the street are at high risk of sexual exploitation by peers and by men.(1) Working on the streets is especially common among refugee children from Syria, including Palestinians from Syria.(17) Syrian children are also subjected to forced labor in agriculture.(4, 14, 26) Some Syrian refugee children, with their families, are kept in bonded labor in agriculture in the Bekaa Valley to pay for transit from Syria to Lebanon or to cover the cost of makeshift dwellings provided by landowners.(23, 26)




The UN reported that children were recruited into armed groups, by al-Nusra Front and Hezbollah, and sent to Syria. The UN also documented recruitment of children into Palestinian armed groups, to man checkpoints or play support roles.(27)

The law guarantees free compulsory education for children, but only for Lebanese citizens.(29) Therefore, non-citizen children, including stateless and refugee children, have limited access to education. Palestinian refugees cannot access public schools, but some attend schools operated by the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA).(30-32) Although Syrian refugees can access public education, the public school system in Lebanon lacks the capacity to accommodate the large number of school-age Syrian refugee children.(30) As of summer 2015, only about half of school-age Syrian refugee children between ages 6 and 14 attended schools in Lebanon.(33) Lack of awareness about educational opportunities, school fees, the cost of transportation and supplies, use of schools by armed groups or as shelters, and fear of passing checkpoints or of violence are among the barriers to education.(27, 31, 34, 35) Likewise, Iraqi refugee children may not be enrolled in school due to school-related costs, reliance on child labor income, and discrimination.(36) In Lebanon, many classes are taught in French or English, but Syrian and Iraqi children do not speak those languages.(34, 36) Children who work in agriculture, regardless of nationality, often do not attend school during harvesting and planting seasons.(32, 37)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Lebanon has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 22 of the Labor Code (38)
Minimum Age for Hazardous Work	Yes	18	Article 1 of Decree No. 8987 (39)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Annex 1 of Decree No. 8987 (39)
Prohibition of Forced Labor	Yes		Articles 586.1 and 586.5 of the Law on the Punishment of Human Trafficking (40)
Prohibition of Child Trafficking	Yes		Articles 586.1 and 586.5 of the Law on the Punishment of Human Trafficking (40)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 523–527 and 507–510 of the Penal Code; Articles 586.1 and 586.5 of the Law on the Punishment of Human Trafficking (40, 41)
Prohibition of Using Children in Illicit Activities	Yes		Articles 586.1 and 586.5 of the Law on the Punishment of Human Trafficking; ; Article 618 of the Penal Code (40, 41)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 30 of the National Defense Law (42)
Compulsory Education Age	Yes	15‡	Article 49 of the Education Law (43)
Free Public Education	Yes		Article 49 of the Education Law (43)

* No conscription (44)

‡ Age calculated based on available information (14)

Laws related to forced labor are not sufficient as debt bondage is not criminally prohibited.

Government officials clarified that although Article 610 of the Penal Code criminalizes begging, Article 26 of the Delinquent Juveniles Law, which takes precedence over the Penal Code, stipulates that in cases of begging, the child is considered in danger and entitled to receive protective measures.(41, 45, 46) Yet, children working as beggars have been arrested in a limited number of cases.(47)

Based on Article 49 of the Education Law, education is compulsory in the basic level, which is until grade nine.(43) Children generally start at age six and complete grade nine around age 15.(14)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Lebanon

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor	Enforce child labor laws through desk review and workplace inspections. Maintain a hotline to receive labor-related complaints, including cases of child labor.(14, 46) The Ministry's Child Labor Unit launched its revamped Web site in 2015, which provides information on child labor and contains a mechanism to receive complaints of child labor.(14)
Internal Security Forces	Enforce laws regarding the worst forms of child labor through the Anti-Human Trafficking and Morals Protection Bureau.(14)
Ministry of Justice	Prosecute violations of the Penal Code in coordination with the Internal Security Forces. Maintain general data and statistics on criminal violations involving the worst forms of child labor.(48) Refer at-risk children to shelters and protection services.(14) The Ministry has signed agreements with civil society organizations, to provide social workers to the Ministry to oversee court proceedings involving juveniles and deliver services to them, including children engaged in begging.(14)
Ministry of Social Affairs	Refer children identified by the Internal Security Forces and the Ministry of Justice to protective institutions, such as health centers. Refer children to shelters through its Higher Council for Childhood.(14)
Directorate of General Security Hotline	Receive complaints, including on human trafficking.(14)

Labor Law Enforcement

In 2015, law enforcement agencies in Lebanon took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	Unknown (19)	Unknown (14)
Inspectorate Authorized to Assess Penalties	No (49)	No (49)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (19)	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (19)	Yes (14)
Number of Labor Inspections	0 (19)	Unknown
■ Number Conducted at Worksite	N/A (19)	Unknown
■ Number Conducted by Desk Reviews	N/A (19)	Unknown
Number of Child Labor Violations Found	0 (19)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (19)	Unknown
■ Number of Penalties Imposed That Were Collected	N/A (19)	Unknown
Routine Inspections Conducted	No (19)	Unknown
■ Routine Inspections Targeted	No (19)	Unknown
Unannounced Inspections Permitted	Yes (50)	Yes (50)
Unannounced Inspections Conducted	No (19)	Unknown
Complaint Mechanism Exists	Yes (19)	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

In 2015, the Ministry of Labor employed a cadre of 90 staff members involved in labor inspections, including labor inspectors, administrators, and technicians. The Ministry does not provide inspectors with the necessary equipment or transportation to enforce child labor laws.(14) In theory, labor inspectors can conduct routine inspections, including unannounced inspections; however, due to a lack of resources, almost all inspections are complaint-based.(14) The Ministry does not track the number of child labor inspections and whether such inspections were unannounced.(51)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Lebanon took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (52)	Yes (14)
Number of Investigations	0 (46)	3 (14)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown (53)	Unknown
Number of Convictions	2 (53)	1 (23)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (19)	Yes (14)

In 2015, the Anti-Human Trafficking and Morals Protection Bureau of the Internal Security Forces employed 25 officers responsible for criminal enforcement of child labor laws. The Internal Security Forces provided specialized training for its staff on human trafficking, investigation of cases involving children, and protection of child victims.⁽¹⁴⁾ Training was provided to 7 Ministry of Labor officers on the referral mechanism and trafficking hotline; and 103 officers of the Internal Security Forces, 227 officers of the Directorate of General Security, the Ministry of Labor's hotline operators and labor inspectors, and social workers from the Ministry of Social Affairs all received training on how to identify human trafficking victims.^(23, 54) The Army also trained soldiers on combatting human trafficking.⁽²³⁾

A court convicted one man of subjecting a child to commercial sexual exploitation as a result of human trafficking, sentencing him to 10 years in prison, a fine, and loss of civil rights.⁽²³⁾

The Ministry of Justice continued to contract an NGO, the Caritas Lebanon Migrant Center, to provide protection and assistance to victims of human trafficking. In 2015, the Directorate of General Security signed an MOU with the same NGO to strengthen cooperation and a reciprocal referral system between the Directorate and Caritas.⁽⁵⁴⁾

The Government signed an MOU with Caritas to provide services to child victims of human trafficking.⁽⁴⁶⁾ However, some victims were still subject to arrest, detention, and deportation for crimes committed as a direct result of being trafficked.⁽⁴⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Raise awareness; coordinate efforts among Government agencies; establish standard practices; and develop, enforce, recommend changes, and ensure that government agencies comply with the law. Led by the Minister of Labor's Child Labor Unit, includes representatives from the National Social Security Fund; the Ministries of Social Affairs, Public Health, Justice, and Agriculture; and the National Employment Office. ⁽¹⁴⁾ Includes two subcommittees on child labor in agriculture and street work, which met regularly in 2015. ⁽¹⁴⁾
National Steering Committee on Trafficking	Coordinate efforts against human trafficking, including child trafficking. Based at the Ministry of Labor and meet on a monthly basis. ⁽⁴⁶⁾ In 2015, the Committee replaced the Inter-Ministerial Task Force on Human Trafficking. ⁽⁴⁶⁾
UN	Coordinate efforts to address the needs of children affected by the Syrian refugee crisis in Lebanon and maintain interagency standards for child protection. The UN representatives identify crucial concerns, including factors that make children vulnerable to child labor, and make recommendations to the Government on the use of resources, including referral services. ^(30, 55)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Lebanon has established policies related to child labor, including its worst forms (Table 9).

Lebanon

MODERATE ADVANCEMENT

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on the Elimination of the Worst Forms of Child Labor (2013–2016)	Establishes strategies for addressing the worst forms of child labor. Includes a National Awareness Strategy to be carried out by the Ministry of Labor's Child Labor Unit and the ILO.(48, 56)
National Social Development Strategy	Establishes a plan for a comprehensive social, health, and educational program.(57) Includes the protection of working children and the implementation of the Higher Council for Childhood's strategy to address the needs of street children.(58)
Work Plan to prevent and respond to the association of children with armed violence in Lebanon	Provides the framework for the prevention of children involved in armed conflict. In 2015, the Government intensified its efforts to implement this Work Plan.(27)
National Action Plan for Human Rights	Aims to combat demand for all forms of exploitation, including trafficking in persons, especially children.(46)
Ministry of Education and Higher Education's Education Sector Development Plan (2010–2015)*	Aimed to improve quality learning during pre-school, general, and higher education levels; integral part of the National Social Development Strategy.(59)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, the Ministry of Social Affairs' Higher Council for Childhood, in cooperation with World Vision, finalized a sectoral action plan on child trafficking, pending ministerial approval.(14)

The Ministry of Justice began to provide training to social workers and NGOs on the standard operating procedures for child protection, including protection against human trafficking, which defines the role of each government agency in implementing relevant laws.(14, 19)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Lebanon funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Tackling Child Labor among Syrian Refugees and their Host Communities in Jordan and Lebanon (2015–2016)*	EU-funded, 1.5-year project, implemented by the ILO to conduct research on the hazards of child labor in certain sectors; promote awareness of child labor, including raising awareness among children of their rights; build the technical capacity of governments, employers, and workers' organizations to improve referrals and respond to cases of child labor; and provide training on preventing child labor, removing children, and providing services.(60)
Higher Council for Childhood's Program to Eliminate Child Labor and Street Children	Funded by the Arab Council for Children and Development, the program includes training for the media on how to cover child labor cases, a study on street children in collaboration with St. Joseph's University, training programs for social workers, and awareness campaigns for the general public.(48) In 2015, the Council added information on children's rights to school curricula.(46)
Program to Support Children Working on the Street (2014–2016)	Joint UNHCR and International Rescue Committee program to identify children engaged in child labor on the street, mitigate risks by providing psycho-social support and emergency services, and track incidents of violence. In 2015, the program trained 100 law enforcement officers on child protection and the vulnerabilities of street-based children, as well as staff of different NGOs on how to identify children engaged in child labor and refer them to governmental agencies.(14) Between 2014 and the end of 2015, the program assisted 488 children.(14)
Child Protection Committee	Joint program by UNICEF and the Ministry of Social Affairs. Addresses the worst forms of child labor through interventions, including psychological counseling; raising awareness among employers to reduce the risks for children engaged in child labor; and working with employers to decrease working hours for children and to improve working conditions.(19) Currently, also implements programs for children in armed conflict.(14)
Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)*	USDOL-funded capacity-building project implemented by the ILO in at least 10 countries to build the local and national capacity of the Government to address child labor. Aims to improve legislation by addressing child labor issues, including by bringing local or national laws into compliance with international standards, improving monitoring and enforcement of laws and policies related to child labor, and improving the implementation of the National Action Plan on the Elimination of the Worst Forms of Child Labor.(61)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research.(62) In 2015, more than 4,000 households were visited and more than 2,700 were interviewed. The interview and data entry process remain ongoing.(62)
Reaching All Children through Education	Part of the No Lost Generation initiative, a joint effort of the Ministry of Education and Higher Education, UNHCR, UNICEF, and the World Bank to improve access to education.(19) \$94 million campaign, funded by UNHCR, UNICEF, the World Bank, and other donors, aims to register 200,000 children between the ages of 3 and 14 to access education in the academic year 2015–2016, including families who withdrew their children from school to engage in child labor. The Initiative provides free education for Lebanese and refugee children up to grade nine. In the 2014–2015 academic year, 106,000 children were enrolled.(63) The Ministry of Education and Higher Education also oversees a pilot Accelerated Learning Program, designed for children who have been out of school for more than 2 years.(63)
Education Program for Syrian Refugee Children	The Ministry of Education and Higher Education and UNHCR support the War Child Holland initiative, which provides education to qualified refugee children in 13 public schools in Beirut and Mount Lebanon. Supports second-shift courses and informal educational activities designed to give students the necessary skills to enroll in public schools.(64)
National Poverty Alleviation Program†	Funded by the Government, the Italian Foreign Ministry, the World Bank, and the Canadian Embassy, this Ministry of Social Affairs' program pays school tuition and book costs for 74,000 families living in extreme poverty.(14)
Action to Protect and Assist Vulnerable and Exploited Migrant Workers (2013–2016)	\$1.8 million EU- and Italian Ministry of the Interior-funded, 2-year regional project implemented by the IOM in five countries to build the capacity of governments and civil society organizations to apply international standards to migrant workers, provide assistance to migrant workers, raise awareness among the workers of their rights, and reduce bias and discrimination in the general public against migrant workers.(65, 66) In 2015, the project held a workshop for government officials, including those from the Ministries of Labor and Justice, to improve the referral mechanism to identify and provide assistance for victims of human trafficking.(67) Judges and prosecutors took part in a roundtable discussion on victim protection.(65) The Ministry of Justice and the IOM launched a public service announcement to raise awareness about human trafficking and inform the public on how to report suspected cases to Lebanese authorities.(65)

* Program was launched during the reporting period.

† Program is funded by the Government of Lebanon.

The Ministry of Justice, in cooperation with the Caritas Lebanon Migrant Center, launched a public awareness campaign on human trafficking that was broadcast on several television stations.(54) In 2015, the Ministry of Labor's Child Labor Unit provided training for employers and workers in Bekaa Valley on child labor in agriculture. It also held an awareness-raising campaign in Akkar on child labor in agriculture. The Child Labor Unit revised an agreement between the Farmers' Union and the Ministry of the Interior to raise the age from 10 to 13 years for Syrian children who accompany their parents in seasonal agricultural work.(14)

The scarcity of shelters for child-trafficking victims results in some children being placed in juvenile detention centers.(32) The lack of shelters and resources to effectively handle child labor and trafficking cases puts children at a heightened risk of further exploitation.(23)

Although Lebanon has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, including child labor for domestic work and commercial sexual exploitation.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Lebanon (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Accede to the CRC Optional Protocol on Armed Conflict, which the Government signed in 2002.	2013 – 2015
	Ensure that debt bondage is criminally prohibited.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Track and make publicly available information on the number of labor inspectors and their training system; the number of labor inspections, including those conducted at worksites and through desk reviews; the number of violations found, and the penalties imposed and collected; whether routine, targeted, and unannounced inspections were conducted; and whether a reciprocal referral system exists between labor authorities and social services.	2009 – 2015
	Authorize the labor inspectorate to assess penalties.	2015
	Ensure adequate funding for equipment and transportation for the Ministry of Labor inspectors.	2011 – 2015
	Make publicly available information on the training system for criminal investigators, and the number of violations and prosecutions related to the worst forms of child labor.	2009 – 2015
	Ensure that child victims of human trafficking and children engaged in begging are treated under the law as victims, rather than as criminals.	2011 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Development Plan.	2013 – 2015
Social Programs	Ensure that noncitizen children, including refugee and stateless children, have access to education.	2010 – 2015
	Increase the number of shelters for juvenile victims of human trafficking and other worst forms of child labor.	2013 – 2015
	Institute programs to address child labor in domestic service and commercial sexual exploitation.	2013 – 2015

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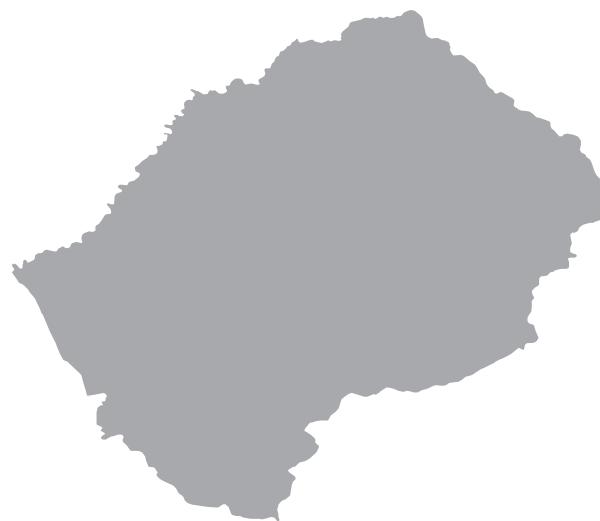
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Lesotho

MODERATE ADVANCEMENT

In 2015, Lesotho made a moderate advancement in efforts to eliminate the worst forms of child labor. During the year, the Government created an implementation strategy for the National Action Plan on the Elimination of Child Labor, published implementing regulations for the Anti-Trafficking in Persons Act of 2011, and established an Anti-Trafficking in Persons Task Force to collect data on human trafficking. However, children in Lesotho continue to engage in the worst forms of child labor, including in herding cattle and commercial sexual exploitation sometimes as a result of human trafficking. Lesotho law does not prohibit the use of children in illicit activities, and a gap between the compulsory education age and the minimum age for employment leaves children vulnerable to the worst forms of child labor. A lack of government resources for enforcement and social programs also remains a major challenge to combatting child labor in Lesotho.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Lesotho are engaged in the worst forms of child labor, including in herding cattle and commercial sexual exploitation, sometimes as a result of human trafficking.(1-3) Table 1 provides key indicators on children's work and education in Lesotho.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	28.1 (124,632)
Attending School (%)	5-14 yrs.	80.7
Combining Work and School (%)	7-14 yrs.	25.3
Primary Completion Rate (%)		75.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2000.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Herding animals, including cattle† (1, 6-9)
	Farming, including planting,* applying pesticides,* and harvesting* (2, 10, 11)
Services	Domestic work (1, 8, 9, 12)
	Street work,* including vending* (8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation,* sometimes as a result of human trafficking* (6, 8, 13)
	Use in illicit activities,* including burglary* and theft* (8)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Lesotho's HIV/AIDS rate in adults is 23.4 percent, the second highest rate in the world. Thirty-four percent of children in Lesotho are orphans, due to the high rate of HIV/AIDS among adults.(9, 10, 14-16) Children, mostly HIV/AIDS orphans driven by poverty, migrate from rural to urban areas to engage in commercial sexual exploitation for survival.(10, 13, 17) Some Basotho girls voluntarily migrate to South Africa for work in domestic service and later become victims of forced labor in prostitution.(3)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Lesotho has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 124(1) of the Labour Code (1992) (18); Article 228(1) of the Children's Protection and Welfare Act (19)
Minimum Age for Hazardous Work	Yes	18	Article 125(1) of the Labour Code (18); Article 230(1) of the Children's Protection and Welfare Act (19)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 230(3) and 231 of the Children's Protection and Welfare Act (19)
Prohibition of Forced Labor	Yes		Article 9(2) of the Constitution; Article 7(1) of the Labour Code; Article 5 of the Anti-Trafficking in Persons Act (18, 20, 21)
Prohibition of Child Trafficking	Yes		Article 5 of the Anti-Trafficking in Persons Act (21)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 77 of the Children's Protection and Welfare Act (19); Articles 10–14 of the Sexual Offenses Act (22)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	No		
Compulsory Education Age	Yes	13‡	Article 3 of the Education Act (11, 23)
Free Public Education	Yes		Article 3 of the Education Act (11, 23); Section 22(k) of the Children's Protection and Welfare Act (19)

* No conscription (24)

‡ Age calculated based on available information

The Ministry of Employment and Labor reported that it would revise the Labour Code to incorporate the 2014 guidelines that mandated protection of herd boys and prohibited the use of children for hazardous work.⁽⁹⁾ Although there are maximum penalties for violations of the Children's Protection and Welfare Act, the law does not set minimum penalties for employing underage children in night work, industrial undertakings, or hazardous work for first-time offenders.⁽¹⁹⁾

Although the Government of Lesotho does not have a law that specifies the minimum age for voluntary military service, the Lesotho Defense Force has a policy prohibiting the recruitment of children under age 18.^(25, 26) Lesotho's compulsory education age is through 13, which makes children at age 14 particularly vulnerable to child labor since they are not required to be in school and have not reached the minimum age for work.^(9, 18) The ILO Committee of Experts urged the Government to collaborate with the Ministry of Education and Training to equate the compulsory education age and minimum age for work.^(9, 27)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Employment (MOLE)	Enforce child labor laws, including hazardous child labor, and as a part of general labor inspections assess compliance with child labor laws.(1)
National Police, Child and Gender Protection Unit (CGPU)	Investigate child labor violations and work in conjunction with MOLE to enforce child labor laws, including those related to hazardous and forced child labor, commercial sexual exploitation, and child trafficking.(1)
Public Prosecutor's Office	Prosecute child labor law offenders.(1)
Children's Court	Enforce criminal laws related to the worst forms of child labor.(1)

In 2015, the Ministry of Labor and Employment reviewed the Labour Code with the aim of making revisions that would authorize labor inspectors to conduct child labor investigations in the informal sector on private farms and in homes.(9)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Lesotho took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (9)	Unknown (9)
Number of Labor Inspectors	38 (28)	38 (9)
Number of Child Labor Dedicated Inspectors	0 (9)	3 (9)
Inspectorate Authorized to Assess Penalties	No (9)	No (9)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (9)	Yes (9)
■ Training on New Laws Related to Child Labor	Yes (9)	Yes (9)
■ Refresher Courses Provided	Yes (9)	Yes (9)
Number of Labor Inspections	1,330 (9)	1,794 (9)
■ Number Conducted at Worksite	1,330 (9)	1,794 (9)
■ Number Conducted by Desk Reviews	Unknown (9)	Unknown (9)
Number of Child Labor Violations Found	0 (9)	0 (9)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (9)	0 (9)
■ Number of Penalties Imposed That Were Collected	N/A (9)	N/A (9)
Routine Inspections Conducted	Yes (9)	Yes (9)
■ Routine Inspections Targeted	No (9)	No (9)
Unannounced Inspections Permitted	Yes (28)	Yes (9)
Unannounced Inspections Conducted	Yes (9)	Yes (9)
Complaint Mechanism Exists	No (9)	No (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9)	Yes (9)

In 2015, funding for inspections was inadequate, and inspectors lacked adequate resources and vehicles to conduct labor investigations to identify and address child labor violations. No inspections were carried out in the informal sector.(9) In 2015, USDOL, in collaboration with the U.S. Federal Mediation and Conciliation Service, trained 35 labor inspectors and factory representatives on occupational safety and health requirements to ensure compliance with labor laws. (9)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Lesotho took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (9)	Yes (9)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (9)	No (9)
■ Refresher Courses Provided	No (9)	No (9)
Number of Investigations	0 (9)	0 (9)
Number of Violations Found	0 (9)	0 (9)
Number of Prosecutions Initiated	0 (9)	0 (9)
Number of Convictions	0 (9)	0 (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (9)	Yes (9)

In 2015, the LMPS was responsible for the enforcement of criminal laws pertaining to child labor and employed 116 police officers to enforce laws nationwide.(3, 9, 29) The National Police, Child and Gender Protection Unit received funding from the general operations budget of the national police because it did not have its own funding pool.(1, 9) During the year, the Government of Lesotho published implementing regulations for the Anti-Trafficking in Persons Act of 2011, held cross-border awareness campaigns with South African officials on identifying and documenting potential trafficking victims, and created a new Anti-Trafficking in Persons Task Force.(30)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Task Team	Implement the National Action Plan on the Elimination of Child Labor. Led by the MOLE's Child Labor Unit, the team includes representatives from government ministries, trade unions, NGOs, and international organizations.(1, 17)
Multi-Sectoral Committee on Combating Trafficking in Persons	Spearhead anti-trafficking in persons initiatives and approve legislation and policies to prevent human trafficking. Chaired by the Commissioner of Refugees and also include government ministries; local government members; and representatives from NGOs, international organizations, and faith-based organizations.(31)
District Child Protection Teams	Coordinate child protection matters, including child labor, at the district level. Led by the Ministry of Social Development, it includes representatives from the Government, private sector, NGOs, and community support groups.(1)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Lesotho has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on the Elimination of Child Labor (APEC)	Ensures all major interventions regarding child labor are in place while preventing duplication of efforts. Constitutes a strategic program framework based on existing and planned interventions in relevant social and economic sectors, some linked to other program initiatives.(32) During the year, the Government adopted an implementation strategy for APEC.(9)
National Anti-Trafficking in Persons Strategic Framework and Action Plan	Supports the national and international obligations and commitments by strengthening approaches to protect children against the worst forms of child labor in support of the vision to "eradicate all forms of trafficking in persons in Lesotho, protect victims of trafficking in persons, arrest and successfully prosecute offenders and put in place preventative measures."(32)
National Policy on Orphans and Vulnerable Children	Safeguards the rights of orphans and vulnerable children to an education, promotes access to apprenticeships and vocational and life skills of orphans and vulnerable children, and implements child labor prevention programs.(33)
Lesotho United Nations Development Assistance Framework (2013–2017)	Includes strategies to reduce poverty in Lesotho.(34) Promotes education for children, supports youth employment, and builds the Government's capacity to provide social welfare services to vulnerable children.(34)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Lesotho: Poverty Reduction Strategy Paper—National Strategic Development Plan (2012/2013–2016/2017)	Outlines prevention measures and identifies child protection services (CGPU/police, social welfare, health, and the justice system) and their capacity to respond adequately to cases of violence, abuse, and exploitation of children, including child labor.(35)
Education Sector Strategic Plan (2005–2015)*	Outlines strategies to improve access, equity, and quality of education, as well as to reduce school fees and provide school meals to vulnerable children.(36)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Lesotho funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 and established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Lesotho.(37)
Awareness-Raising Campaign on Human Trafficking	Ministry of Gender and Youth, Sports and Recreation program operated with support from an NGO. Facilitate public awareness raising on human trafficking and gender-based violence in rural communities.(6, 31) Translated the anti-trafficking law into local languages and distributed it at border posts.(31)
Awareness Raising for Herd Boyst	Ministry of Gender and Youth, Sports and Recreation program that conducted workshops for herd boys. Workshops provided information on trafficking issues, health, HIV/AIDS, and sexual reproductive health.(31)
ILO—Decent Work Country Program (2012–2017)	ILO-funded program supported by MOLE that includes objectives on creating youth employment as a poverty reduction strategy, establishing social protection coverage for citizens, and facilitating social dialogue among employers and workers.(10)
Orphans and Vulnerable Children (OVC) Scholarships Program†	Government program that pays for the tuition, uniforms, supplies, and boarding fees for OVCs.(1)

† Program is funded by the Government of Lesotho.

Although Lesotho has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the elimination of child labor, including its worst forms, in Lesotho (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Adopt laws to prohibit the use of children in illicit activities.	2009 – 2015
	Establish minimum penalties for those who commit offenses under the Children's Protection and Welfare Act.	2011 – 2015
	Legally establish 15 as the age up to which education is compulsory, to match the minimum age for full-time work.	2010 – 2015
Enforcement	Provide adequate funding for labor inspectors and adequate funding and training for criminal investigators to address the worst forms of child labor.	2009 – 2015
	Ensure that labor inspections are conducted in all relevant sectors allowed by law to facilitate enforcement of child labor laws.	2014 – 2015
	Authorize the labor inspectorate to assess penalties to facilitate the enforcement of child labor laws.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into existing youth policies such as the Education Sector Strategic Plan.	2012 – 2015
Social Programs	Expand existing programs to address the scope of the child labor problem.	2015

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Liberia

MODERATE ADVANCEMENT

In 2015, Liberia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government continued to redirect resources to address the aftermath of the Ebola Virus Disease outbreak. Thousands of children were orphaned, separated, or unaccompanied as a result of the outbreak. In March, the Government reopened schools after a six month closure, and in May, the World Health Organization declared the country Ebola free. Subsequently, in June, the Government passed the Decent Work Bill, which contained a list of hazardous work prohibited for children. However, children in Liberia are engaged in child labor, including in the production of rubber and mining diamonds, and in the worst forms of child labor, including in forced labor in domestic work. The Liberia National Police's Women and Children Protection Section continue to lack sufficient resources to conduct investigations and enforce child labor laws.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Liberia are engaged in child labor, including in the production of rubber and mining diamonds.(1, 2) Children are also engaged in the worst forms of child labor, including in forced labor in domestic work.(3, 4) Table 1 provides key indicators on children's work and education in Liberia.

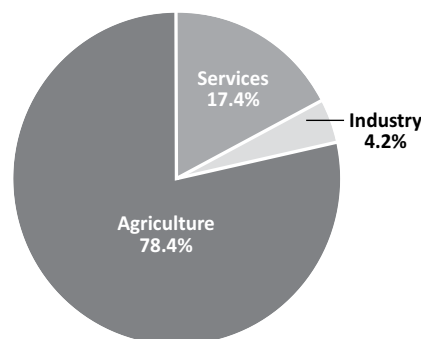
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	16.6 (136,340)
Attending School (%)	5-14 yrs.	75.9
Combining Work and School (%)	7-14 yrs.	14.0
Primary Completion Rate (%)		58.8

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2010.(6)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of rubber (2, 7, 8)
	Production of charcoal* (7)
	Farming activities,* including production of cocoa,* coffee,* and cassava* (7, 9-11)
Industry	Mining for diamonds† and gold*‡ (1, 2, 4, 9, 10, 12)
	Cutting* and crushing stone (2, 4, 8, 10, 13-15)
	Construction, activities unknown (2, 4)
Services	Domestic work* (4, 13, 14)
	Street work, including vending,* begging,* hawking goods,* and carrying heavy loads* (2, 7, 8, 13, 16-18)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including selling drugs* (4, 19)
	Forced labor in domestic work, street vending, farming, mining, begging, and work on rubber plantations each sometimes as a result of human trafficking (3, 4, 19)
	Commercial sexual exploitation* sometimes as a result of human trafficking* (20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are trafficked within Liberia for commercial sexual exploitation, domestic work, forced begging, and forced labor in street vending, alluvial diamond mines, and on rubber plantations. Children are also trafficked from Liberia to Côte d'Ivoire, Guinea, Nigeria, and Sierra Leone.(2, 3) Children in rural communities, like Margibi, engage in rubber tapping and coal burning activities. In contrast, children in urban cities, particularly Monrovia and the surrounding communities in Montserrado County, crush rocks near construction sites as a form of livelihood.(15)




According to the Children's Law, primary education is free. However, in practice, many schools charge fees, which may prevent some children from attending school.(7) The limited number of schools in some areas also impedes access to education. In addition, sources indicate that girls may face barriers to accessing education due to sexual abuse by male teachers in schools. (11, 21, 22) All of these obstacles increase the risk of children engaging in the worst forms of child labor.(23, 24) Liberian parents are required by law to register their infants within 14 days of birth.(25) However, fewer than 5 percent of births are registered. Unable to prove their citizenship, non-registered children may have difficulty addressing citizenship and nationality questions, which makes them vulnerable to the worst forms of child labor.(26, 27)

In 2015, the Government continued to focus its resources on addressing an outbreak of the Ebola Virus Disease, which may have impacted its ability to address the worst forms of child labor. The outbreak left thousands of children orphaned, separated, or unaccompanied, which makes them vulnerable to the worst forms of child labor.(2, 28) In March 2015, the Government reopened schools after a 6-month closure due to the Ebola outbreak. Teachers prepared themselves by carrying thermometers to test students' temperatures and brought chlorinated water for the students to wash their hands.(29, 30) In May 2015, the WHO declared Liberia Ebola free.(31)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Liberia has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Section 74 of the Labor Law (14, 32)
Minimum Age for Hazardous Work	Yes	18	Article 7, Section 9.1 of the Children's Law (13, 33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 21.4 of the Decent Work Act (2, 34)
Prohibition of Forced Labor	Yes		Article 12 of the Constitution; Article 2.2 of the Decent Work Act; Article 7, Section 8 of the Children's Law; Article 1 and Section 5 of the Act to Ban Trafficking in Persons Within the Republic of Liberia (13, 33-36)
Prohibition of Child Trafficking	Yes		Article 7, Section 8 of the Children's Law; Article 1 and Section 5 of the Act to Ban Trafficking in Persons Within the Republic of Liberia (33, 36)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 3, Section 21 of the Children's Law; Article 2.3 of the Decent Work Act; Article 1 and Section 5 of the Act to Ban Trafficking in Persons Within the Republic of Liberia (33, 34, 36)
Prohibition of Using Children in Illicit Activities	Yes		Article 2.3 of the Decent Work Act; Chapter 16 of the Penal Law (34, 37)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 3, Section 22 of the Children's Law (33, 38)
Compulsory Education Age	Yes	15	Article 3, Section 9 of the Children's Law; Chapter 4 of the Education Reform Act (10, 33, 39)
Free Public Education	Yes		Article 3, Section 9 of the Children's Law (33)

* No conscription (38)

In June 2015, the Government passed the Decent Work Act, which prohibits hazardous work for children under age 18. Section 21.4 of the Decent Work Act prohibits the use of children in work underground and under water, as well as work involving dangerous machines, carrying heavy loads, and exposure to hazardous substances, temperatures, noise levels, and vibrations.(34). Although Section 74 of the Labor Law prohibits employment of children under age 16, it minimally penalizes offenders with a fine of \$1.18 USD (100 Liberian dollars).(32)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL)	Enforce labor laws and refer suspected child labor cases to the National Commission on Child Labor (NACOMAL) for investigation. (2, 10) Conduct child labor investigations. Determine validity of child labor allegations and refer cases for further investigation to the Liberia National Police's Women and Children Protection Section (WCPS).(10)
WCPS	Enforce laws relating to violations involving the worst forms of child labor, including human trafficking.(40)
Liberia National Police's Anti-Trafficking Unit	Ensure human trafficking training is integrated into police orientation to train officers on the enforcement of anti-human trafficking laws.(27)
Bureau of Immigration and Naturalization	Enforce human trafficking laws in international cases.(10)
Liberian Transnational Crime Unit	Coordinate responses to international organized crime, including monitoring and prosecuting criminal violations involving the worst forms of child labor, including human trafficking.(41)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Liberia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (42)	\$1.8 million± (2)
Number of Labor Inspectors	39 (42)	39 (2)
Inspectorate Authorized to Assess Penalties	No (42)	No (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (42)	N/A (2)
■ Training on New Laws Related to Child Labor	Unknown (42)	N/A (2)
■ Refresher Courses Provided	Unknown (42)	Yes (2)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	Unknown (42)	Unknown (2)
■ Number Conducted at Worksite	Unknown (42)	Unknown (2)
■ Number Conducted by Desk Reviews	Unknown (42)	Unknown (2)
Number of Child Labor Violations Found	0 (42)	0 (2)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (42)	N/A (2)
■ Number of Penalties Imposed That Were Collected	N/A (42)	N/A (2)
Routine Inspections Conducted	Unknown (42)	Unknown (2)
■ Routine Inspections Targeted	Unknown (42)	Unknown (2)
Unannounced Inspections Permitted	Yes (42)	Yes (2)
Unannounced Inspections Conducted	Yes (42)	Yes (2)
Complaint Mechanism Exists	Yes (42)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (42)	Yes (2)

‡ Data are from the Government of Liberia for the period from January 1, 2015 to December 31, 2016.

In 2015, the Ministry of Labor (MOL) employed 54 officials to work on labor issues, consisting of 1 inspector general, 14 labor commissioners, and 39 labor inspectors. Labor inspectors conducted unannounced inspections of construction companies and private businesses.(2) The MOL does not have any labor inspectors dedicated solely to child labor issues and refers suspected child labor cases to the National Commission on Child Labor (NACOMAL). The NACOMAL has the primary responsibility of conducting child labor investigations yet has no child labor investigators of its own. In addition, NACOMAL has a limited budget and limited staff. (2) NACOMAL's child labor investigations are carried out with the assistance of the MOL, the Ministry of Gender, Children and Social Protection, LNP, or WCPS and the three NACOMAL staff members that include the Director, Assistant Director, and the Filing Clerk. (2, 43) During the year, the MOL, in collaboration with Winrock International's Actions to Reduce Child Labor in Areas of Rubber Production Project, conducted a 5-day "Training of Trainers" for the National Steering Committee on Child Labor. The workshop focused on building the capacity of labor commissioners and inspectors to address child labor violations.(2, 44, 45)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Liberia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (42)	Unknown (2)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (42)	Unknown (2)
■ Refresher Courses Provided	Yes (42)	Yes (2)
Number of Investigations	Unknown (42)	Unknown (2)
Number of Violations Found	0 (42)	0 (2)
Number of Prosecutions Initiated	Unknown (42)	Unknown (2)
Number of Convictions	Unknown (42)	Unknown (2)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (42)	Yes (2)

The Liberia National Police's (LNP) Women and Children Protection Section reported having limited resources to conduct investigations, including a lack of vehicles, fuel, sufficient training, finances, communications equipment, and investigative equipment.(2, 46) The LNP refers child endangerment cases for prosecution to the Ministry of Justice. The data for child endangerment cases prosecuted through the Ministry of Justice are not disaggregated to determine the number involving child labor violations.(2) In 2015, the LNP referred 22 child endangerment cases for prosecution, but details about each case are limited. In addition, the LNP reported that enforcement efforts on child labor violations are still inadequate, despite employing 192 Women and Children Protection Section officers to investigate allegations of abuse against women and children.(2) During the year, the LNP had trainings that supported the drafting of the National Action Plan for the Elimination of Child Labor.(2)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
NACOMAL	Monitor child labor issues and develop child labor policies. Led by the MOL and comprised of representatives from 16 organizations, including NGOs and international and civil society organizations. (47) Objectives include reforming national child labor laws and creating a national child labor database to assist with conducting surveys to determine the magnitude of the child labor issue in the country.(47)
National Steering Committee on Child Labor	Advocate for eliminating child labor, especially its worst forms. Chaired by the MOL and comprised of government officials and workers' organizations.(2) Includes four subcommittees on resource mobilization, advocacy, training and legal development, and monitoring and evaluation. Met quarterly during the reporting period.(42, 43) During the reporting period, the NSC conducted two trainings. The first training was sponsored by the ILO and focused on developing goals for the National Action Plan for the Elimination of Child Labor.(43) The first training included the following participants: Ministry of Internal Affairs, UNICEF, Ministry of Education, WCPS, Ministry of Lands Mines and Energy, Ministry of Youth and Sports, the Liberia Chamber of Commerce, Ministry of Gender, Children and Social Protection, Child Fund Liberia, Winrock, Liberian Children Representative Forum, and the Liberia Labor Congress. The second training focused on the NSC's mandate and discussions involved topics on child labor-related concepts and definitions on child labor. (43)The second training included the 38 members of the NSC.(43)
Child Protection Network	Coordinate child protection efforts through monthly meetings to discuss child protection issues, including child labor and human trafficking. Chaired by the Ministry of Gender and Development, and comprised of the MOL, the Ministry of Health and Social Welfare, the WCPS, civil society organizations, and several NGOs.(4) Also responsible for coordinating referrals of child victims of abuse to social services providers, with support from international and national organizations.(10, 14) Met on a monthly basis in 2015.(2)
Anti-Human Trafficking Task Force	Coordinate anti-human trafficking activities. Chaired by the MOL and includes the Commissioner of the Bureau of Immigration and Naturalization; the Liberia National Police; and representatives from the Ministries of Justice, Ministry of Foreign Affairs, and Ministry of Internal Affairs.(40) Trained 160 law enforcement and community leaders on identifying victims of human trafficking and their perpetrators in 2015.(3)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Liberia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for Trafficking in Persons	Outlines the Government's anti-human trafficking efforts, including for child victims.(10)
Direct Assistance and Support to Trafficked Victims Standard Operation Procedures	Establishes roles and responsibilities for coordinating government assistance to human trafficking victims.(27)
National Social Welfare Policy	Prioritizes the development of action plans and policies that target children engaged in the worst forms of child labor, including child trafficking.(48)
National Employment Policy*	Aims to provide vocational training for youth.(49)
Rubber Industry Master Plan (2010–2040)*	Prioritizes the development of the rubber industry and includes provisions for improving workers' standard of living and access to credit, as well as children's access to education.(50)
Education Sector Plan (2010–2020)*	Aims to improve the education infrastructure, as well as the access to, and quality of, primary education.(51)
2030 Vision Policy (2012–2017)*	Outlines the Government of Liberia's goal to become a middle-income country by 2030 by increasing focus on education and livelihoods.(52)
Revised National Youth Policy (2012–2017)*	Outlines the Government of Liberia's National Youth Policy, which includes employment and education components.(53–55)
National HIV/AIDS Strategic Plan (2015–2020)*	Outlines strategy to prevent new HIV/AIDS infections in youth by promoting the use of condoms and providing HIV/AIDS counseling. The plan also targets vulnerable populations, including out-of-school youth.(56)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

During 2015, the Government did not renew child labor related policies, including the National Strategy for Child Survival, which aimed to improve the literacy rate of youth, and the National Health Policy, which sought to improve the health care delivery system in the country.(57, 58)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Liberia participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Anti-Trafficking Awareness Campaign†	Government of Liberia MOL program that uses radio and billboard messages to raise public awareness on human trafficking.(11, 27)
Liberia Agriculture Investment Program	\$175 million, multi-donor program that aims to enhance household livelihoods in the agriculture sector by building linkages with markets and improving rural infrastructure, which may have a positive effect on reducing child labor.(59)
Actions to Reduce Child Labor in Areas of Rubber Production (2012–2016)	\$6.2 million, USDOL-funded, 4-year project implemented by Winrock International to combat child labor in the rubber sector. Aims to withdraw or prevent 10,100 children from engaging in the worst forms of child labor by providing education, as well as livelihoods support to 3,700 vulnerable families. Implemented in collaboration with local rubber companies.(60) In 2015, the project enrolled 1,096 students in the Accelerated Learning Program, provided School Success Kits to 5,539 children, and trained child labor monitoring committee members on the dangers and effects of child labor, in 2015. During the Ebola outbreak, enrolled 230 students into the Model Farm School Program.(61)
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor in Liberia.(62) In 2015, worked on developing the National Action Plan on Child Labor by holding several meetings with a group of government officials as well as an ILO national consultant. Government officials involved with a group included the MOL; the Ministry of Lands, Mines and Energy; the Liberia Labor Congress; the Liberia Chamber of Commerce; UNICEF; Winrock ; and the ILO.(63)
Social Cash Transfer Program	EU-funded program that provides regular payments to poor and “labor constrained” households (households in which the majority of household members are unable to work for reasons such as disability) in Bomi County, along with other counties.(64) Targets 5,000 households, and each beneficiary household receives between \$10 and \$25 per month.(64)
Fast Track Initiative Grant for Basic Education	\$40 million, World Bank-funded project that aims to improve primary education access and quality.(65)\$40 million, World Bank-funded project that aims to improve primary education access and quality.(65)
Feed the Future Project (2011–2015)	\$75 million, USAID-funded project that aims to improve food security and nutrition among vulnerable populations.(66, 67)
Girls’ Opportunities to Access Learning Program	Funded by the Millennium Challenge Corporation’s Threshold Grant and led by USAID; focuses on increasing girls’ enrollment, attendance, and retention in primary schools in Bong, Grand Bassa, and Lofa counties.(68)
Youth and Workforce Development (Advancing Youth Project)	USAID-funded program that builds the capacity of the Ministry of Education and NGOs to address the needs of out-of-school youth by providing access to alternative basic education and providing sustainable livelihood opportunities.(68)
Refugee Camps and Services (2012–2015)	\$42.5 million, UNHCR-funded project that maintains refugee camps and provides essential services to Ivorian refugees, including children.(69, 70)\$42.5 million, UN High Commissioner for Refugees-funded project that maintains refugee camps and provides essential services to Ivorian refugees, including children.(69, 70) There are currently 3 refugee camps with an estimated 21,000 refugees receiving assistance.(43)

† Program is funded by the Government of Liberia.

Although Liberia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Liberia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2015
	Ensure that penalties for violating the employment minimum age requirements are sufficient to deter child labor violations.	2014 – 2015
Enforcement	Make information publicly available on the number of labor inspections conducted and whether inspections targeted relevant sectors in which there is evidence of labor violations.	2010 – 2015
	Make information publicly available on whether criminal law enforcement officers received trainings, and publish data on the number of investigations, violations, prosecutions, and convictions.	2015
	Fully fund child labor enforcement mechanisms and prosecution efforts, such as the MOL, the WCPS, and the Anti-Human Trafficking Task Force, and provide necessary training for such officials to enforce child labor laws.	2010 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing health, education, and youth policies.	2010 – 2015
	Renew or develop policies that improve youth literacy rates, and that improve the health care delivery system, such as the National Strategy for Child Survival and the National Health Policy.	2015
Social Programs	Conduct research to determine the activities carried out by children working in farming and construction to inform policies and programs.	2013 – 2015
	Improve access to education by building additional schools, ensuring children are registered at birth, addressing sexual abuse in schools, and subsidizing the cost of school fees.	2012 – 2015
	Expand existing social programs to address the scope of the child labor problem.	2009 – 2015

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Macedonia

MODERATE ADVANCEMENT

In 2015, Macedonia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended its laws to classify the forced begging of children as a human trafficking offense and codify that children cannot provide legally valid consent to engage in prostitution. The Ministry of the Interior collaborated with UNHCR and smaller NGOs to draft standard operating procedures for addressing the needs of unaccompanied and separated migrant, refugee, or asylum-seeking children transiting through the country, which the Government adopted in December. Mobile teams of social workers and plainclothes police officers from the Ministry of the Interior removed 78 children from street work and took them to daycare centers. However, children in Macedonia are engaged in child labor, including in begging.

Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation. Macedonia lacks recent, comprehensive data on the nature and extent of child labor in the country, including activities involving farming, street work, and commercial sexual exploitation. The law's minimum age protections do not apply to children who are self-employed or working outside formal employment relationships. In addition, the use, procurement, and offering of children for the production and trafficking of drugs is not criminally prohibited.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Macedonia are engaged in the worst forms of child labor, including in forced begging and commercial sexual exploitation.(1-6) Table 1 provides key indicators on children's work and education in Macedonia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	18.3 (44,161)
Attending School (%)	5-14 yrs.	86.8
Combining Work and School (%)	7-14 yrs.	19.5
Primary Completion Rate (%)		89.9

Source for primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* including grapes,* watermelon,* peaches,* peppers,* cucumbers,* tomatoes,* and apricots* (9, 10)
Services	Street work, including vending small items,* cleaning vehicle windshields,* scavenging, and begging (4-6, 9, 10)
	Working in commercial car washes* (9, 10)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (1-3, 11, 12)
	Forced begging (1-3, 5)
	Domestic work as a result of human trafficking (3, 11, 13, 14)
	Forced labor as wait staff and dancers in restaurants,* bars,* and nightclubs* (1, 2, 14)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The majority of children involved in child labor in Macedonia engage in street work, such as begging, cleaning vehicle windshields, and vending cigarettes and other small items in open markets and at bars and restaurants.(2, 5, 6) Some children engage in begging to help support their families, while others are forced to beg. The majority of children involved in street work, including begging and forced begging, are of the Roma ethnicity.(1-3, 5, 6) Macedonia lacks recent, comprehensive data on the nature and extent of child labor in the country, including activities involving farming, street work, and commercial sexual exploitation.

The majority of victims of child trafficking in Macedonia are girls, ages 14 to 17, who have been trafficked domestically for commercial sexual exploitation and forced labor in restaurants, bars, and nightclubs, mostly near the cities of Tetovo and Gostivar.(1-3, 11, 13) Girls in Eastern and Central Macedonia have been identified as being at particularly high risk for human trafficking.(15) Girls, particularly Roma girls, are also trafficked for forced marriages in which they are subject to sexual and labor exploitation.(3, 11, 13)

In 2015, more than 920,000 migrants, refugees, and asylum seekers transited legally and illegally through Macedonia. Although most migrants who transited the country during the first half of 2015 were men, the number of unaccompanied child migrants, refugees, and asylum seekers from various countries, including Syria, Iraq, and Afghanistan, increased from October to December 2015.(3, 16) In November, the Government began enforcing restrictions that only allowed admission into the country to individuals from Syria, Afghanistan, and Iraq. Due to this policy, hundreds of migrants, including an unknown number of children, were prevented from entering Macedonia.(16) As a result, illegal migration increased.(16) Most of the migrants denied entry were from Iran, Pakistan, Sudan, Sri Lanka, Morocco, Liberia, Palestine, Nigeria, and the Ivory Coast.(14, 17) Children transiting through the country, either legally or illegally, are vulnerable to trafficking for labor and commercial sexual exploitation. Unaccompanied Afghan children between ages 13 and 15 were especially vulnerable to being subjected to labor exploitation through debt bondage.(3, 16) Additionally, research could not determine whether the Government denied access to education for children detained in a Reception Center for Foreigners, known as *Gazi Baba*.(18)

The Laws on Primary Education and Secondary Education provide for education in Macedonian and Romani, along with the languages of several other ethnic minorities.(1) Some communities with a predominantly Roma population have access to Romani-language kindergarten and primary school classes.(19) However, the Government was unable to fully meet the demand for instruction in Romani due to a shortage of qualified teachers.(1) In addition, some Roma children had difficulty accessing education due to a lack of birth registration.(1, 12, 20) Schools for children with intellectual disabilities and classes for children with disabilities in mainstream schools have disproportionately high enrollment rates of Roma children. Sources attributed this phenomenon to discrimination against Roma children, based, in part, on faulty screening procedures for assessing intellectual disabilities or these children being enrolled into these programs without screening.(1, 21-23) Increased government funding for programs to eliminate barriers to education has raised school attendance rates among Roma children.(1) Barriers remain, however, and increase Roma children's vulnerability to child labor.

During the reporting period, the Government improved the accessibility of some school buildings for children with physical disabilities, incorporated technology to assist students with disabilities, and assigned educators with specialized training to some mainstream schools to support teachers who have children with disabilities in their classes. However, a pervasive social stigma against individuals with disabilities persists.(1, 22, 24)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Macedonia has ratified all key international conventions concerning child labor (Table 3).



Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

Macedonia

MODERATE ADVANCEMENT

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 42 of the Constitution; Section 7 of the Labor Relations Act (25, 26)
Minimum Age for Hazardous Work	Yes	18	Sections 7, 63, 66, and 67 of the Labor Relations Act (26)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Rulebook on the minimum occupational safety and health requirements for young workers (27, 28)
Prohibition of Forced Labor	Yes		Article 11 of the Constitution; Articles 418, 418-c and 418-d of the Criminal Code (25, 29)
Prohibition of Child Trafficking	Yes		Articles 418-c and 418-d of the Criminal Code (29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 190-193b of the Criminal Code (13, 29)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 62 of the Law on Defense (21, 30)
Compulsory Education Age	Yes	16	Articles 4, 5, 47, and 172 of the Law on Primary Education; Article 3 of the Law on Secondary Education (31-33)
Free Public Education	Yes		Article 44 of the Constitution (25)

* No conscription (34)

In 2015, the Government amended Article 418-d ('Trafficking in Children) of the Criminal Code to criminalize trafficking for child begging, substitute the term "child" for "under aged person," and increase the penalties prescribed for clients of children engaged in commercial sexual exploitation to a minimum of 12 years of imprisonment.(5) However, the Government removed the criminal offense outlined under Article 191-a, which specifically criminalized prostitution of a child.(3, 5, 35)

As part of an effort to protect vulnerable refugees, migrants, and asylum seekers, including children, from being trafficked, the Government amended the Law on Asylum and Temporary Protection during the reporting period to allow foreign nationals who express in writing when they reach the border that they intend to file for asylum 72 hours to either freely pass through the country or submit a formal application for asylum. This legislative change allowed persons transiting through Macedonia to access public services and use public transportation, which, for some people, reduced their vulnerability to trafficking.(3)

In December 2015, the Government formally adopted standard operating procedures (SOPs), which the Ministry of the Interior (MOI), UNHCR, and smaller NGOs collaborated to draft, for addressing the needs of unaccompanied and separated migrant, refugee, or asylum-seeking children transiting through the country. These SOPs describe how government officials should handle their initial contact with these children, create a preliminary referral system to gather information, and require the appointment of both a guardian and an interpreter to attempt to prevent them from becoming victims of trafficking.(3, 16)

The law's minimum age protections do not apply to children who are self-employed or working outside formal employment relationships.(5, 26) In addition, laws related to illicit activities are not sufficient, as the use, procurement, and offering of children for the production and trafficking of drugs is not criminally prohibited.(29, 36)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Labor Inspectorate (SLI)	Enforce labor laws, including child labor laws, and transmit cases of suspected criminal law violations to the Public Prosecutor. Inspectors conduct a minimum of 60 inspection visits per month, including both targeted and complaint-based inspections.(37) Operates as an autonomous agency.(19, 38)
Department of Social Inclusion within the Ministry of Labor and Social Policy (MLSP)	Work with the police to seek out street children in need of assistance and track cases of forced child labor.(15, 19)
Centers for Social Work (CSWs) within the MLSP	Work with the Ombudsman's Office to register complaints about hazardous child labor. Investigate children's participation in street work, such as vending and begging.(38) Work with the Ministry of Interior (MOI) to form mobile teams consisting of one plainclothes officer and one social worker to identify street children, including child laborers, and remove them from hazardous situations. In 2015, these mobile teams identified and registered 78 street children, more than 95 percent of whom were Roma.(3, 5)
Ombudsman's Office	Work with the MLSP's CSWs to register complaints about hazardous child labor. Includes a special unit for the investigation of violations of child rights.(38)
MOI	Enforce criminal laws, including laws related to hazardous child labor. Investigate cases of child trafficking, commercial sexual exploitation, and the use of children in illicit activities through its special police unit for organized crime, corruption, and human trafficking.(38)
Office of the National Referral Mechanism	Accept reports of potential victims of human trafficking, including children. Refer potential cases of human trafficking to law enforcement authorities for investigation, and refer potential victims to receive social services(15, 39) During the reporting period, representatives from the NRM and social workers were allowed to participate in the initial investigative process, which included the identification interview.(3) Children found to be victims of child trafficking are removed from the situation, placed in shelters for trafficked children, and given immediate medical and psychological care.(39)
Public Prosecutor's Office	Prosecute possible criminal law violations, including those involving the worst forms of child labor.(40) Has an Organized Crime and Corruption Unit with four prosecutors dedicated to cases of child abuse and the worst forms of child labor. The Skopje Basic Prosecutor's Office, a subunit of the Public Prosecutor's Office, has eight prosecutors dedicated to child abuse cases.(14, 39)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Macedonia took actions to combat child labor, including its worst forms.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	69 (14)	79 (5)
Inspectorate Authorized to Assess Penalties	Yes (38)	Yes (5)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (38)	No (5)
■ Training on New Laws Related to Child Labor	No (38)	No (5)
■ Refresher Courses Provided	No (38)	No (5)
Number of Labor Inspections	Unknown	26,872 (5)
■ Number Conducted at Worksites	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (38)	0 (5)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A

Macedonia

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Routine Inspections Conducted	Yes (38)	Yes (5)
■ Routine Inspections Targeted	Yes (38)	Yes (5, 14)
Unannounced Inspections Permitted	Yes (38)	Yes (5)
Unannounced Inspections Conducted	Yes (14, 38)	Yes (5, 14)
Complaint Mechanism Exists	Yes (38)	Yes (5, 14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (5, 14)

Although the State Labor Inspectorate (SLI) does not have a complaint mechanism to receive child labor complaints, the Ministry of Labor and Social Policy (MLSP) receives child labor complaints through Centers for Social Care and the Office of the Ombudsman and refers complaints to the SLI.(5)

In previous years, data about inspections that the Ministry of Labor and Social Policy (MLSP) conducted were not regularly shared among offices because a central database did not exist. This led to inspectors preparing for inspections without knowing the results of previous visits, and labor and occupational safety and health inspectors, who inspected approximately 10–20 percent of the same entities, writing their own reports without having a mechanism to learn about the findings in each other's inspections.(37) In 2014, the Government separated the SLI from the MLSP to begin functioning as an independent entity.(38) Research could not determine whether issues with a lack of data sharing on inspections among the different offices at the SLI and between the SLI and MLSP remain.

Although the Government formally adopted the SOPs to provide assistance to unaccompanied and separated children transiting Macedonia in December 2015, a source indicated that there were concerns with how the Government handled situations involving these children. During the year, the Government assigned random adult refugees guardianship of unaccompanied children, granting them legal control over the children and their travel documents.(16) This increased the unaccompanied minors' risk for being trafficked, as there were anecdotal reports that some of these guardians extorted and abused the children assigned to them. UNHCR staff worked with local authorities to end this practice and improve implementation of the SOPs.(16)

Operators of a hotline that receives inquiries regarding human trafficking and provides emotional and psycho-social support to callers were trained on early indicators of human trafficking. In 2015, these operators received approximately 400 calls from citizens; however, research could not determine how many of these calls were related to child labor.(3) The MLSP drafted an analysis of the data from this hotline during the reporting period, which focused on the connection between high-risk families and children who are subjected to labor exploitation. The MLSP also collaborated with the National Commission for Trafficking in Persons and Illegal Migration to develop new early indicators of human trafficking to identify proactively more victims in the future.(3)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Macedonia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (38)	Yes (3)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (38)	Unknown (5)
■ Refresher Courses Provided	Yes (38)	Yes (3)
Number of Investigations	Unknown	Unknown (14)
Number of Violations Found	Unknown	Unknown (14)
Number of Prosecutions Initiated	Unknown	Unknown (14)
Number of Convictions	Unknown	7 (14)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (14)	Yes (14)

In 2015, 255 police officers, including members of the Border Police, and social workers received training on trafficking in persons from various organizations, such as the MOI Unit for Border Relations and Migration, IOM, the European Agency for the Management of Operational Cooperation at the External Borders of the Member States of the European Union, and UNHCR. Also, the National Commission for Trafficking in Persons and Illegal Migration, MLSP, and MOI, with the support of the German International Cooperation Agency, provided specialized training to Police Academy cadets on human trafficking issues.⁽³⁾ A total of 13 judges and 6 prosecutors participated in training sessions and conferences on trafficking in persons held by the Academy for Judges and Prosecutors, the Council of Europe, and the Public Prosecutors' Association. Training on the prevention of human trafficking and how to assist potential child trafficking victims was provided to 14 employees of orphanages and the center for juvenile delinquents.⁽³⁾

According to records from the Government's Centers for Social Work, in 2015, mobile teams of social workers and police from the MOI removed 78 children from street work—more than 95 percent of whom were Roma—and took them to daycare centers. In three cases, the MLSP revoked parental rights due to abuse and negligence, and it also filed criminal charges in 11 cases against parents who allegedly abused or neglected their children.⁽⁵⁾ Additionally, the MLSP removed 20 children from their families and subsequently placed them in either foster homes or institutions for homeless children.⁽⁵⁾

During the reporting period, the government officially recognized three victims of child trafficking, all of whom were female. Two of the victims were trafficked for the purpose of forced marriage in Italy and Croatia, and one for sexual and labor exploitation in Macedonia.⁽¹⁴⁾ Government authorities referred all three victims to a shelter, where they received the full range of protection and assistance available to victims. Two of the victims were domestic and remained in Macedonia, while the third was a foreign national and was subsequently repatriated to Albania.⁽¹⁴⁾

In 2015, the special police unit of the MOI had five officers, who participated on the mobile teams with social workers and were dedicated to investigating crimes involving child trafficking and other worst forms of child labor. The MOI also had 80 officers dedicated to enforcing laws against child abuse and exploitation throughout the country's 38 police districts.⁽⁵⁾

The Prosecutor's Office suffers from underfunding, and the process required to investigate and gather evidence for human trafficking cases can be lengthy and complex.⁽³⁹⁾ Consequently, although human trafficking cases are given high priority and tried by the Organized Crime and Corruption Prosecutor's Unit at the main court in Skopje, these cases sometimes remain in the court system for years without conclusion.^(38, 39) Despite the Government's acknowledgement that trafficking of children remains a problem in the country, civil society organizations have voiced concern that the Government's attention has shifted away from taking concrete action to address it, such as by proactively identifying child trafficking victims, in favor of focusing on the refugee and ongoing domestic political crises.⁽³⁾

During the reporting period, prosecutors obtained prison convictions against seven defendants for trafficking in children. Four defendants were each issued four-year sentences for trafficking in children. ⁽¹⁴⁾ One defendant was issued a six-year prison sentence for trafficking in children. Three were convicted of trafficking in children for labor, and two, for sexual exploitation.⁽¹⁴⁾ Two defendants were issued 11-and-a-half year suspended sentences each, for trafficking in children for sexual exploitation.⁽¹⁴⁾ Information on the number of investigations, prosecutions, convictions, and penalties implemented for criminal acts involving worst forms of child labor other than child trafficking were not available.

In 2015, the Border Police did not use a formal, robust screening process to identify potential human trafficking victims because they processed the entry of hundreds of migrants. However, some Border Police and NGO workers who had been trained on indicators of human trafficking conducted initial screenings using visual indicators, such as multiple children traveling alone.⁽¹⁶⁾ In cases in which migrants, refugees, or asylum-seeking children presented indicators of being trafficked, the Border Police or other MOI personnel were required to follow established procedures to contact the MOI's Anti-Trafficking Unit. However, a source indicated that government officials did not always observe these procedures due to security concerns and prioritizing the processing of these migrants, refugees, and asylum seekers quickly to move them through and out of Macedonia.⁽¹⁶⁾ Additionally, an NGO identified 94 potential victims of human trafficking among the migrant, refugee, and asylum-seeking populations; research could not determine whether any of these individuals were children. Upon being notified of these cases, the Government did not investigate them further, due in part to the limited amount of time the potential victims stayed in Macedonia.⁽³⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Protection of the Rights of Children	Coordinate efforts to protect children's rights, including by preventing and eliminating child labor, through the provision of social services.(38) Develop and oversee implementation of the National Plan of Action on the Rights of the Child.(3, 41)
National Coordination Body for Implementation of the Action Plan for Prevention and Countering Sexual Abuse of Children and Pedophilia	Implement the National Action Plan. Led by the MLSP and made up of representatives from relevant ministries and NGOs.(27, 41) Maintain a hotline for reporting sexual abuse of children and children on the street.(27, 39, 42)
National Coordination Body for Protection of Children from Abuse and Neglect	Oversee implementation of the National Action Plan for Prevention and Countering Abuse and Neglect of Children. Members of this body include representatives from civil society and the WHO and UNICEF country offices.(43)
National Commission for Trafficking in Persons and Illegal Migration	Coordinate the work of all institutions involved in combating trafficking in persons. Led by the National Coordinator for Combating Trafficking in Persons, 14 representatives from 9 governmental institutions participate on the Commission.(38) Includes the Sub-Committee for the Fight Against Trafficking in Children, which serves as an advisory body to the Commission on all forms of child trafficking.(3, 19, 38)

Although the National Commission for Trafficking in Persons and Illegal Migration organized regular meetings in 2015 to assess the overall situation in Macedonia regarding trafficking in persons, it played a limited role in coordinating efforts on prevention or protection among NGOs and the three local anti-trafficking in persons committees.(3)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Macedonia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Action Plan for Children on the Streets (2013–2015)	Aimed to combat the harmful effects of street work by providing street children with services, including education.(44) Intended to provide a systemic and holistic response to the issue of children on the streets, with an emphasis on social services, health care, and inclusion in the educational system.(27, 44)
National Action Plan against Trafficking in Persons and Illegal Migration (2013–2016)	Focuses on preventing human trafficking by reducing the vulnerability of at-risk populations, reducing the demand for the purchase of sexual services, improving victim identification, and increasing efforts to combat trafficking in persons for forced begging and other forms of labor exploitation.(11) In 2015, the National Commission for Trafficking in Persons and Illegal Migration, with input from the international community and NGOs, amended this plan to add a funding directive for each goal and objective that outlines the ministry responsible for allocating resources to achieve that specific activity. This change facilitates the budget allocation process and allows for ministries to be held accountable for their role in combating trafficking in persons.(3)
National Strategy for the Fight Against Poverty and Social Exclusion (2010–2020)	Addresses children's rights, such as social protection, social inclusion, health, education, and employment.(38) Includes goals of increasing birth registration among Roma and other minorities, expanding patrol services to identify and support street children, and improve the provision of social services for children involved in street work and begging. Implemented by the MLSP.(38, 45)
National Action Plan for Prevention and Countering Abuse and Neglect of Children (2013–2015)*	Aimed to provide a safe living environment for children by improving prevention and detection of abuse and neglect of children, as well as by providing treatment and rehabilitation of children who have been victims of abuse and neglect. Outlined a strategy for the implementation of these improvements on a national and local level.(19)
National Plan of Action on the Rights of the Child (2012–2015)	Aimed to promote equity, inclusion, and efficiency in the provision of services for children, such as health care and education.(46) Included providing direct assistance to withdraw children from child labor, rehabilitating victims, and providing children with better access to primary education.(47)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Despite the changes to add a funding directive for each goal and objective in the National Action Plan against Trafficking in Persons and Illegal Migration during the reporting period, a lack of sufficient government funding for this plan remained a challenge to its implementation.(3)

The implementation of the National Plan of Action on the Rights of the Child has been slow, with no funds specifically earmarked for its proposed activities, monitoring, or evaluation.(11) Research could not determine whether any of the goals or objectives of this plan were met during any of the years it was active, and, if so, what the results of the efforts to implement this plan were.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Macedonia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Conditional Cash Transfer Program†	Government program that provides cash assistance to certain Roma students who stay in school, discouraging their involvement in street work and begging.(39)
Day Centerst	MLSP program that operates three government day centers and supports two others operated and partially funded by NGOs. One of these centers provides services, including education, health care, and counseling, to children working on the streets.(1) The Government also supports a small transit center for street children.(1) During 2015, day centers provided services to 78 children, a decline from 100 children in 2014.(3, 38)
Center for Victims of Human Trafficking and Transit Center for Foreign Victims of Trafficking†	In 2015, the Government discontinued its partnership with two NGOs to jointly run the Center for Victims of Human Trafficking, which was the first shelter of its kind in Macedonia that received all of its funding from the Government and local self-government institutions to provide housing, basic services, and reintegration services to victims, after the Government elected to no longer grant funding to the NGOs overseeing its operations.(3, 27, 48) The Government also provides partial support to the Transit Center for Foreign Victims of Trafficking, which is operated by NGOs.(48)
CSWs*	Government program of approximately 30 facilities that provide services to vulnerable groups, including street children and child victims of human trafficking. Services include counseling, education, and assistance with obtaining registration documents.(13, 38) CSW staff members have been trained on human trafficking issues.(48)
Social Worker, NGO Joint Mobile Teamst	Government social workers from CSWs and representatives of NGOs formed joint mobile teams to do outreach work in three major municipalities to detect human trafficking victims and at-risk individuals, including street children. Teams then worked to find solutions to address the needs of these vulnerable persons, including providing support to human trafficking victims and their families, and implementing reintegration programs.(27) The Government ended its partnership with NGOs to staff and run these joint teams in April 2015. These joint mobile teams were separate from the mobile teams of one social worker from a CSW and one plainclothes police officer from the MOI discussed in Table 5 of this report.(3) The Government also funds education seminars for parents on the dangers of allowing children to work and beg on the streets.(39)
Program to Reduce Demand for Commercial Sex Services	Government partnership program with Saints Cyril and Methodius University and the NGO Happy Childhood that organizes seminars and screens films to raise awareness about trafficking in persons. These events featured speakers, including lawyers and doctors, and materials that focused on reducing the demand for commercial sex services, such as discussions about some severe legal and medical consequences of procuring those services.(3)
Training for Foster Families as an Alternative Accommodation Option for Child Trafficking Victims*	MLSP program to train foster families to accommodate child trafficking victims as an alternative form of protection to having them receive services in a shelter. The MLSP also designed and began implementing a program to train social workers to provide assistance to child trafficking victims placed with foster families in Skopje and Veles.(3)
Inclusion of Roma Children in Preschool Education†	MLSP project implemented in cooperation with the Roma Education Fund and 19 government units. Aims to support the integration of Roma children by increasing the number of Roma children in preschool.(49)
Children-at-Risk: Breaking the Cycle of Social Exclusion of Children in Macedonia	MLSP and UNICEF-implemented project focusing on improved social protection for street children. Developed standard operating procedures (SOPs) for addressing the needs of street children, and supports the Government's goal of greater inclusion of the Roma population.(50)

* Program was launched during the reporting period.

† Program is funded by the Government of Macedonia.

Macedonia

MODERATE ADVANCEMENT

Government funding for programs dedicated to combating trafficking in persons decreased from approximately \$431,000 in 2014 to approximately \$47,000 in 2015.(3, 13) As a result of this steep decline in funding, research has determined that the Government made no efforts to raise awareness about the dangers associated with trafficking in persons. In order to compensate for discontinuing funding to the NGOs operating the Center for Victims of Human Trafficking, the MLSP began training foster families as an alternative accommodation option for child trafficking victims who would have otherwise gone to the Center.(3) Research could not determine whether these child trafficking victims received the same level of care that they would have if they had been placed in the Center.(3)

The number of day centers is insufficient to reach all vulnerable children in need of assistance.(15)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Macedonia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that labor law protections apply to all children, including self-employed children and children working outside formal employment relationships.	2015
	Ensure that the law prohibits the use of children in illicit activities, including the use, procurement, and offering of children for the production and trafficking of drugs.	2013 – 2015
Enforcement	Provide training on new and existing child labor laws to labor inspectors.	2014– 2015
	Make information regarding labor law enforcement publicly available, including SLI's funding amount and the number of labor inspections conducted at worksites and by desk review.	2015
	Provide labor inspectors with an electronic system to record and share data on inspections, including the number of inspections and the number of violations found, and the number of citations issued by the SLI and the MLSP to a particular entity. Make this data publicly available.	2009 – 2015
	Make information publicly available on the number of investigations, violations, prosecutions, convictions, and penalties imposed for criminal acts involving worst forms of child labor.	2014 – 2015
	Reduce the vulnerability to child trafficking of unaccompanied children either transiting through Macedonia or seeking asylum in the country by effectively implementing the SOPs and ending the practice of granting random adult refugees guardianship of these children.	2015
	Provide sufficient funding to the Prosecutor's Office.	2013 – 2015
	Ensure law enforcement agencies screen migrants, refugees, and asylum seekers to identify child trafficking victims and investigate these cases.	2015
	Increase the National Commission for Trafficking in Persons and Illegal Migration's coordination role among NGOs and local anti-trafficking in persons committees.	2015
Government Policies	Provide sufficient funding to implement the National Action Plan against Trafficking in Persons and Illegal Migration.	2014 – 2015
Social Programs	Conduct research to determine the activities carried out by children engaged in child labor, including those working in farming and street work and being subjected to commercial sexual exploitation.	2013 – 2015
	Reduce barriers to education by increasing the number of teachers who can provide education in the Romani language, ensuring that children are able to obtain registration documents, and eliminating the placement of children in school for children with intellectual disabilities on the basis of ethnicity.	2014 – 2015
	Increase funding dedicated to combating child trafficking, and ensure that child trafficking victims receive assistance that addresses their specific needs.	2015
	Increase the number of day centers to ensure all vulnerable children in need receive assistance.	2009 – 2015

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Macedonia

MODERATE ADVANCEMENT

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In 2015, Madagascar made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government created the National Bureau to Combat Human Trafficking to coordinate all human anti-trafficking efforts in Madagascar. The Government adopted the National Action Plan to Combat Trafficking in Persons, which will provide protection and social assistance to victims of human trafficking, including children. It also adopted both the National Social Protection Policy and a Decent Work Country Program, which include the objective of strengthening national policies and programs to protect children from violence and exploitative work. However, children in Madagascar are engaged in child labor, particularly in the production of vanilla, and in the worst forms of child labor, including in commercial sexual exploitation. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. Social programs to combat child labor are also insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Madagascar are engaged in child labor, including in agriculture and particularly in the production of vanilla.(1-7) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(7-11) Table 1 provides key indicators on children's work and education in Madagascar.

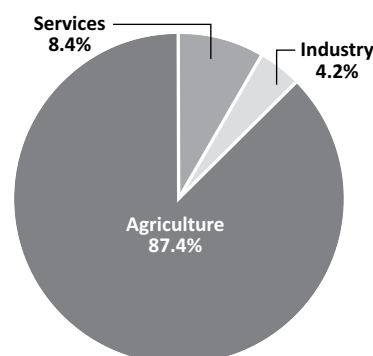
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.1 (1,206,992)
Attending School (%)	5-14 yrs.	69.1
Combining Work and School (%)	7-14 yrs.	15.4
Primary Completion Rate (%)		68.8

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(12)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the National Survey of Child Labor (Enquête Nationale sur le Travail des Enfants), 2007.(13)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of tea,* grapes,* wine,* cocoa,* sisal,* copra (dried meat of the coconut),* hemp,* rice,* peanuts,* and cotton* (14-17)
	Production of vanilla, including hand-pollinating flowers,* working in the triage* and drying process, and transporting vanilla beans* (1, 2, 4, 6, 7, 11, 18-21)
	Production of charcoal* (16)
	Fishing and deep-sea diving,* including for crabs,* sea cucumbers,* shrimp,* and oysters* (9, 11, 16, 22-24)
	Herding cattle (zebu)* and goats* (7, 14, 16, 22, 25)
Industry	Mining† gold,* sapphires, crystal,* quartz,* and tourmaline,* and transporting blocks,*† stones,† and water at mining sites (6-9, 17, 22, 23, 26-30)
	Quarrying and crushing stone and making gravel*† (8, 20, 23, 25, 30)
	Production of salt* (14, 23, 25)
Services	Street work, including market vending,* transporting goods by rickshaw,* guarding vehicles,* and fetching water* (3, 7, 23, 25, 31)

Madagascar

MODERATE ADVANCEMENT

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Working in bars,† including as waitresses,* maids,* and masseuses (6, 7, 9-11, 28, 32, 33) Domestic work† (6, 9-11, 25, 30, 34)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (6, 9-11, 17, 22, 25, 32, 33, 35) Forced labor in mining, quarrying,* begging,* and domestic work (8-11, 25, 30)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Girls are trafficked from Madagascar to the Middle East and China for forced domestic work and commercial sexual exploitation.(6, 9, 11, 32) Informal employment agencies recruit children as young as age 10 into domestic work; these children are subsequently subjected to forced labor conditions in Madagascar, which entail long hours of work, fatigue and hunger, and sometimes abuse—including rape and sexual harassment—from their employers.(8, 11, 17, 23) Human trafficking for commercial sexual exploitation occurs in coastal cities, such as Antsiranana, Mahajanga, Nosy Be, Toamasina, and Toliara, and in the capital, Antananarivo.(9-11, 25, 32) Most child trafficking for commercial sexual exploitation occurs with the involvement of family members, but friends, transport operators, tour guides, and hotel workers are also involved. Parents may force their children into various forms of commercial sexual exploitation to earn money to support their families; in some cases, the parents directly negotiate prices with clients.(9, 11, 36) Some children are recruited for work in the capital as waitresses, maids, and masseuses before being coerced into commercial sexual exploitation.(9-11) The traditional practice of girl markets (*tse nan’ampela*), in which girls are sent to markets to attract a husband and arrange marriages, has led some girls into commercial sexual exploitation.(8, 10, 11, 25, 32)




Children in the mining sector suffer from respiratory problems and diseases such as diarrhea and malaria. Children are also at risk of injury from collapsing mines.(8, 22, 25, 29) Children dig pits up to 15 meters deep and carry plastic sacks filled with air to breathe. Boys as young as age 10 go down the pits to collect dirt that is sifted at nearby rivers.(8, 29) Most of the children involved in gold mining are in the regions of Anlamanga, Anosy, Ilakaka, and Vakinankaratra.(22, 26, 29)

Children in Madagascar face significant barriers to education, including a lack of school infrastructure, especially in rural areas.(7, 8, 25, 37) While the right to free education is enshrined in the Constitution, the Government of Madagascar was unable to fully subsidize students’ school fees and supplies; families unable to pay these additional costs either kept their children at home or sent them to work.(3, 7, 8, 37-39). In addition, although birth certificates are not required for children to enroll in primary school, birth certificates are required for children to sit and take national standardized examinations to graduate.(40) There is also evidence that incidences of physical, psychological, and sexual abuse, including corporal punishment by teachers, prevent some children from remaining in school.(25, 37)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Madagascar has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 100 of the Labor Code (41)
Minimum Age for Hazardous Work	Yes	18	Article 101 of the Labor Code; Articles 10 of Decree 2007-563 (28, 41)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 101 of the Labor Code; Articles 10 and 16-22 of Decree 2007-563 (28, 41)
Prohibition of Forced Labor	Yes		Article 4 of the Labor Code; Article 8 of Law 2014-040; Article 15 of Decree 2007-563; Articles 333 and 335 of Law 2007-038; Article 1 of Law 2014-040 (28, 41-43)
Prohibition of Child Trafficking	Yes		Article 15 of Decree 2007-563; Articles 333 and 335 of Law 2007-038; Articles 1 and 8 of Law 2014-040 (28, 42, 43)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 13 of Decree 2007-563; Article 335 of Law 2007-038; Article 1 of Law 2014-040 (28, 42, 43)
Prohibition of Using Children in Illicit Activities	Yes		Articles 11 and 14 of Decree 2007-563(28)
Minimum Age for Compulsory Military Recruitment	N/A*†		
Minimum Age for Voluntary Military Service	Yes	18	Article 11 of Ordinance No. 78-002 (44)
Compulsory Education Age	Yes	16‡	Article 24 of the Constitution; Article 39 of Law 2008-011 (45, 46)
Free Public Education	Yes		Article 24 of the Constitution (45)

* No conscription (47)

† No standing military (47)

‡Age calculated based on available information(46)

Malagasy law prohibits hazardous occupations and activities for children; however, these prohibitions do not cover deep-sea diving and fishing, areas in which there is evidence that Malagasy children work. A more specific list of hazardous child labor activities that includes prohibitions of underwater work has been developed, but it was not approved during the reporting period.(17, 48) In addition, compulsory education extends for ten years and applies for children starting from the age of six.(46)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Civil Services and Labor Division for the Prevention, Abolition, and Monitoring of Child Labor (PACTE)	Enforce child labor laws and coordinate, communicate, train, engage in research and development, administer, finance, and evaluate all activities in the context of the elimination of child labor.(3, 24, 49)
Ministry of Justice	Enforce all laws pertaining to violence against children, including human trafficking and commercial sexual exploitation.(24)
National Police Force Morals and Minors Brigade (PMPM)	Investigate criminal cases involving minors, including issues pertaining to human trafficking and commercial sexual exploitation.(9, 14)
Department-level courts	Prosecute child labor convictions.(14)
Ministry of Population and Social Affairs	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor.(14) Manage more than 450 child protection networks, covering 22 regions in Madagascar, to protect children from abuse and exploitation.(9, 50)

Madagascar

MODERATE ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in Madagascar took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (24)	\$32,000 (17)
Number of Labor Inspectors	110 (24)	142 (17)
Number of Child Labor Dedicated Inspectors	3 (24)	4 (17)
Inspectorate Authorized to Assess Penalties	Unknown (51)	Yes (51)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (51)	Yes (51)
■ Training on New Laws Related to Child Labor	Unknown (24)	N/A (17)
■ Refresher Courses Provided	Yes (51)	Yes (51)
Number of Labor Inspections	Unknown (24)	Unknown (17)
■ Number Conducted at Worksite	Unknown (24)	Unknown (17)
■ Number Conducted by Desk Reviews	Unknown (24)	Unknown (17)
Number of Child Labor Violations Found	Unknown (24)	Unknown (17)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (24)	Unknown (17)
■ Number of Penalties Imposed That Were Collected	Unknown (24)	Unknown (17)
Routine Inspections Conducted	Unknown (24)	Unknown (17)
■ Routine Inspections Targeted	Unknown (24)	Unknown (17)
Unannounced Inspections Permitted	Yes(31)	Yes(31)
Unannounced Inspections Conducted	Yes (51)	Yes (51)
Complaint Mechanism Exists	Yes (51)	Yes (51)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (51)	Yes (51)

In 2015, the Ministry of Labor employed 132 full-time labor inspectors and had 10 in training.(17) According to the ILO's recommendation of one inspector for every 40,000 workers in less developed economies, Madagascar should employ roughly 315 labor inspectors in order to adequately enforce labor laws throughout the country.(17, 52-54) The Ministry of Civil Services and Labor Division for the Prevention, Abolition, and Monitoring of Child Labor (PACTE) employed four labor inspectors dedicated to child labor and received \$32,000 (100 million ariary) to fund its regular expenses and programs.(17) Reports indicate, however, a lack of trained staff, equipment, transportation, and funding to manage existing child labor databases and to conduct effective child labor inspections.(14, 17, 24, 55, 56)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Madagascar took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown (51)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (51)	Yes(51)
■ Refresher Courses Provided	Yes (51)	Yes (51)
Number of Investigations	Unknown (51)	Unknown (51)
Number of Violations Found	Unknown (51)	60 (11)
Number of Prosecutions Initiated	Unknown (51)	Unknown (51)
Number of Convictions	Unknown (51)	Unknown (51)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (24)	Yes (17)

In 2015, the National Police Force Morals and Minors Brigade (PMPM) had a headquarters and 15 regional units across Madagascar, employing a total of 145 agents.(11, 14, 56) The Ministry of Justice trained criminal law enforcement officials on child protection and on the new Anti-Trafficking in Persons Law enacted in 2014.(11) In 2015, the overall budget allocation for

the National Police decreased to 1.8% of the national budget from the previous year; however, research did not determine what proportion of the budget was available to conduct child-labor-related investigations.(17) During the reporting period, the National Police Force PMPM investigated an estimated 740 cases pertaining to children victims of crime, such as rape and violence, and 60 cases related to child labor in domestic work.(11) It is unclear, however, how many child labor violations were found in areas beyond domestic work, how many prosecutions were initiated and whether these cases led to convictions.(11) Reports indicate a lack of trained staff, equipment, and transportation to effectively conduct criminal law enforcement efforts related to the worst forms of child labor.(11, 57)

In 2015, the NGO Union of Social Workers assisted 176 children who were exploited in domestic labor, and the Manjary Soa Center, managed by the Ministry of Civil Services and Labor, removed 35 children from exploitive child labor in Antananarivo.(17) However, research did not determine the total number of victims removed and assisted during the reporting period.(17) In addition, the National Police Force PMPM received 673 complaints through the national child protection hotline; however, the number of calls pertaining to child labor is unknown.(11, 31)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee on the Fight Against Child Labor (CNLTE)	Coordinate programs, advise on child labor legislation and regulations, and monitor and pursue the implementation of the National Action Plan to Eliminate the Worst Forms of Child Labor.(17, 58, 59) Led by the Ministry of Civil Services and Labor, with representatives from the Ministries of Agriculture, Livestock and Fisheries; Communication; Decentralization; Education; Energy; Foreign Affairs; Health; Interior; Justice; Mining; Population and Social Affairs; Public Security; Technical Education and Vocational Training; Tourism; and Youth and Sports.(60) In 2015, worked with child protection organizations in the Vakinankaratra region to reinforce the understanding of child labor laws and build capacity to assist victims and collect data.(17)
Regional Child Labor Committees (CRLTE)	Coordinate, monitor, and evaluate all regional activities relating to the elimination of child labor.(17, 55, 58) Comprises 10 regional committees that identify activities to promote the elimination of child labor and to compile, analyze, and report child labor data to PACTE.(24, 49, 55) In 2015, the Committee in the Sava region organized workshops to raise awareness of child labor issues among vanilla producers, in collaboration with the National Vanilla Platform (PNV), which resulted in the adoption of a code of conduct to address child labor in the vanilla sector.(5, 17, 61, 62)
National Child Protection Committee (CNPE)	Guide national child protection policy and programs. Chaired by the Minister of Population and Social Affairs and comprises a steering committee and a technical commission of specialists.(32, 63)
National Bureau to Combat Human Trafficking*	Coordinate human anti-trafficking efforts in Madagascar and responsible for implementing the National Action Plan to Combat Trafficking in Persons.(9, 11, 17, 42, 64) Chaired by the Office of the Prime Minister and comprises representatives from the Ministries of Civil Services and Labor; Education; Foreign Affairs; Health; Interior; Justice; and Population and Social Affairs. Also includes nongovernmental stakeholders such as civil society, international organizations, and NGOs.(11, 17, 64) In 2015, the Government officially appointed members to the National Bureau to Combat Human Trafficking.(11)
Commission on Child Policy Reform (CRDE)	Coordinate and review national legislation and programs on children's rights.(24, 25, 65) Chaired by the Ministry of Justice and the Ministry of Population and Social Affairs, and includes representatives from the Ministries of Education and Public Health. Also includes nongovernmental stakeholders such as international organizations, NGOs, and social partners.(60, 65)
National Independent Commission on Human Rights	Promote and protect human rights and investigate human rights abuses, including those related to child labor.(59) Chaired by the Office of the Prime Minister and includes representatives from the National Assembly, the Senate, and a technical group of human rights specialists.(66)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

The CNLTE continues to face severe limitations on its ability to follow the National Action Plan to Eliminate the Worst Forms of Child Labor; for example, several awareness-raising campaigns scheduled for 2015 were postponed due to a lack of resources.(14, 31) The National Child Protection Committee (CNPE) and the National Independent Commission on Human Rights were inactive during 2015. (51)

Madagascar

MODERATE ADVANCEMENT

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Madagascar has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Eliminate the Worst Forms of Child Labor (2004–2019)	Aims to eliminate the worst forms of child labor by strengthening child labor laws, conducting awareness-raising campaigns, mobilizing funds for social programs, and updating databases on child labor.(8, 67, 68) Led by the CNLTE. (58)
National Action Plan to Combat Trafficking in Persons (2015–2019)†	Seeks to enhance the legal framework to prevent human trafficking, effectively implement the law, provide protection and care for victims, and strengthen social and educational initiatives for vulnerable children. Overseen by the National Bureau to Combat Human Trafficking.(10, 17, 64, 69)
National Social Protection Policy†	Aims to protect children from abuse, violence, and exploitation and promotes improved access to education and livelihood services for vulnerable children. Led by the Ministry of Population and Social Affairs and supported by international donors.(70–72)
Decent Work Country Program (2015–2019)†	Identifies two objectives of decent work: (1) to create jobs and guarantee rights at work for vulnerable populations, and (2) to extend social protection and promote social dialogue. Includes the improvement of the operational environment for the elimination of child labor and its worst forms.(73) Overseen by the Prime Minister's Office and supported by the ILO.(74)
Education for All Program (2013–2015)	Set out a comprehensive map to improve the quality of, and access to, basic education and included child labor concerns. Led by the Ministry of Education and supported by international donors.(8, 75, 76)
Provisional Education Plan (2013–2015)	Integrated child labor issues into education policies. Developed by the Ministry of Education.(75)
UNDAF (2015–2019)†	Seeks to protect children from child labor, including its worst forms, through strategies such as promoting school attendance and training judges and police officials on child labor laws. Led by the Ministry of Economy and Planning.(37, 73, 77)
National Development Plan (2015–2019)†	Aims to promote sustainable development and social equality. Overseen by the Ministry of Economy and Planning and includes a budget of \$83,000 to specifically combat child labor.(10, 73, 78, 79)

† Policy was approved during the reporting period.

In 2015, the Government drafted a National Plan of Action against the Commercial Sexual Exploitation of Children; however it had not been approved by the end of the reporting period.(10)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Madagascar funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. (Table 10)

Table 10. Social Programs to Address Child Labor

Program	Description
Protect children's rights, children from violence and the worst forms of child labor, and children who are victims of commercial sexual exploitation program (2014–2015)	\$150,000 UNICEF-funded program that aims to combat violence against children and the worst forms of child labor in the regions of Atsimo-Andrefana and Diana.(80) In 2015, provided vocational training to 100 victims of commercial sexual exploitation, developed a manual on the application of legal procedures to address child labor, and trained local government officials on child labor issues.(81)
Acceleration to reduce the worst forms of child labor, especially in the commercial sexual exploitation of children program (2015–2016)*	\$140,000 UNICEF-funded program that increases funding and extends activities to fight the worst forms of child labor, especially in commercial sexual exploitation, in the regions of Atsimo-Andrefana and Diana.(81)
Actions to combat child domestic work in Africa and in countries of the Mediterranean Union (2011–2015) project	\$1.3 million Government of France-funded, 3-year project that aims to combat child domestic labor in specific regions. Although the project removed or prevented an estimated 125 children from engaging in domestic work in Amoron'i Mania region, and provided them with professional training and assistance in finding decent work in 2014, research could not determine the major activities undertaken in 2015.(24, 80)
Manjary Soa Center†	Government program that provides support and services to child laborers in Antananarivo, including reintegrating children under age 16 into the public education system and providing tradescraft training to older children. In 2015, removed 35 children from exploitative child labor.(9, 11, 27, 82, 83)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Vonjy Center*	UNICEF-funded center in Antananarivo that provides services to child victims of sexual violence and human trafficking. In 2015, provided assistance to 185 children.(9, 11, 84)
World Bank Emergency Support for Critical Education, Health, and Nutrition Services Project	\$65 million World Bank-funded, 4-year program to preserve critical education, health, and nutrition services in vulnerable areas.(17, 85) Preserves education services by paying the salaries of community teachers and the cost of school supplies.(17, 85, 86)
World Bank Emergency Support to Education For all Project	\$85.4 million World Bank-funded, 4-year program to support the Government's interim plan on education.(17, 87) Supports school feeding program, distribution of school kits and payments to teachers, institutional training, and building new classrooms.(17, 86, 87)
UNICEF Country Programme Education (2015–2019)*	\$56 million UNICEF-funded program to support the Government's interim plan on education.(88) Aims to increase school enrollment for the most vulnerable children, boost learning outcomes, and improve data collection.(88)
National Database	UNICEF-funded national database managed by the Ministry of Population and Social Affairs that gathers data from nine regional child protection networks.(14, 89)
Awareness Raising in Sakarahat	Government program that raises awareness about the hazards children face while working in mines by using radio announcements and through talks with the local chief.(8)
Public Investment Program for Social Action†	Government program that supports school attendance and training for street children and aims to remove 40 children a year from the worst forms of child labor.(27, 90)
Inclusive Education Support†	Government programs to provide back-to-school grants, awareness-raising activities, in-kind support to schools, and access to income-generating activities that target children traditionally excluded from schools.(37)
Vocational Training and Agricultural Productivity Improvement Program†	\$35 million International Fund for Agricultural Development-funded loan and grant program that provides professional and vocational training to vulnerable groups, including uneducated young people and young women who are heads of households to income through improved productivity and the increased quality of agricultural products. Estimated government contribution of \$7.9 million.(91, 92)
United Nations World Food Programme (2015–2019)*	\$68 million UN-implemented program that provides school feeding support. In 2015, provided school feeding programs to nearly 250,000 children located in low income urban areas of Antananarivo, Toamasina, Tuléar, and in southern Madagascar.(93, 94)

* Program was launched during the reporting period.

† Program is funded by the Government of Madagascar.

The Government does not have programs that promote awareness of the traditional practice of *tse nan'ampela*, which in some cases has led girls into commercial sexual exploitation.(32) Research found that basic health and social services available to victims of the worst forms of child labor are not adequate to meet current needs.(14) Although Madagascar has programs that target child labor, the scope of these programs is insufficient to address the extent of the problem, particularly in agriculture, commercial sexual exploitation, domestic work, and mining.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Madagascar (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the types of work that children perform in Madagascar that fall into an R.190 category, such as work underwater, are prohibited to children under 18.	2014–2015
Enforcement	Ensure that the number of labor inspectors conforms to the ILO standard of one for every 40,000 workers in less developed economies, which is approximately 315 labor inspectors for Madagascar.	2015
	Ensure that labor and criminal law enforcement officials receive adequate funding and training to enforce child labor laws effectively.	2009–2015
	Collect and make publicly available enforcement information related to the worst forms of child labor, including on the number of labor and criminal inspections conducted, violations found, prosecutions initiated, and convictions.	2013–2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Disaggregate complaints made to child protection hotlines by number of children exploited in child labor.	2013–2015
	Ensure that existing child labor databases function, including by providing adequate funding.	2009–2015
Coordination	Ensure that the CNLTE has the appropriate funds to effectively coordinate efforts to address child labor and implement the National Action Plan to Eliminate the Worst Forms of Child Labor.	2014–2015
	Ensure that CNPE and the National Independent Commission on Human Rights are active to fulfill their mission.	2014–2015
Social Programs	Increase access to education by— <ul style="list-style-type: none"> ■ Eliminating school-related fees ■ Increasing school infrastructure, especially in rural areas ■ Ensuring that school administrators and teachers allow children without birth certificates to sit and take national standardized examinations to graduate ■ Ensuring children's safety in schools 	2011–2015
	Increase awareness of the possible use of traditional cultural practices that might lead to commercial sexual exploitation of children.	2013–2015
	Ensure that social protection systems have adequate funding and staff to provide appropriate services to victims of the worst forms of child labor.	2014–2015
	Expand programs to address child labor in agriculture and the worst forms of child labor in commercial sexual exploitation, domestic work, and mining.	2014–2015

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In 2015, Malawi made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Trafficking in Persons Act, which will address key gaps in its legal framework. The Government also increased funding for its Social Cash Transfer Program and supported other social programs to address child labor, particularly in the tobacco sector. However, children in Malawi continue to engage in the worst forms of child labor, including in the harvesting of tobacco and fishing. The Government has not finalized or fully implemented key legislation or policies protecting children from the worst forms of child labor, including the Child Labor Policy and the Child Protection Policy. Gaps continue to exist in labor law enforcement related to child labor.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Malawi are engaged in the worst forms of child labor, including in the harvesting of tobacco and fishing.^(1, 2) Table 1 provides key indicators on children's work and education in Malawi.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	20.6 (885,333)
Attending School (%)	5-14 yrs.	81.3
Combining Work and School (%)	7-14 yrs.	22.2
Primary Completion Rate (%)		79.3

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.⁽³⁾

Source for all other data: Understanding Children's Work Project's analysis of statistics from Integrated Household Survey 3, 2010–2011.⁽⁴⁾

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting and harvesting tea, cotton,* and sugar* (5, 6)
	Planting and harvesting tobacco,† clearing land, building tobacco-drying sheds, cutting and bundling, weeding and plucking raw tobacco (7-13)
	Catching, processing,*† and selling fish* (1, 14, 15)
	Herding livestock* (5, 16, 17)
Industry	Quarrying*† and mining*† (2)
	Construction,*† activities unknown (2)
Services	Domestic work in third-party homes* (2, 12)
	Ganyu* (a form of casual labor) (17, 18)
	Begging*† (17, 19)
	Vending and wholesaling* (2, 12, 17, 20)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 12, 19, 21)
	Herding goats* and cattle,* farming (predominantly tobacco); fishing*; domestic work; and work in small businesses such as rest houses* and bars,* each sometimes as a result of human trafficking (6, 14, 22-26)
	Forced begging* (6, 22)
	Use in illicit activities, including crimes (6, 18, 22)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



Malawi

MODERATE ADVANCEMENT

Children are engaged in hazardous work in the production of tobacco.(2, 13, 22) Children who handle tobacco risk illness from nicotine absorption, including green tobacco sickness.(8, 13) They are also exposed to pesticides and chemicals.(7, 8) Some children work alongside family members who are tenants on tobacco farms.(17) In the tenancy system, tenants' pay is based on the quantity and quality of tobacco sold to farm owners after the harvest season. Tenants must pay off loans incurred during the growing season, and those who are unable to repay these debts may face debt bondage.(27-29)

Most human trafficking of children for labor in Malawi is internal.(6, 22) Children, typically boys, are trafficked from southern Malawi to work on tobacco farms in Malawi's northern and central regions; they are also forced to work as cattle herders and in the brickmaking industry.(6, 22, 30) Additionally, children are trafficked from Malawi to South Africa, Tanzania, and Zambia for use as child labor in the fishing industry.(14, 30, 31) Children who are trafficked may be charged for their clothing, food, housing, and transport. They may also be forced to work in debt bondage and be unable to return home or support themselves.(22)

Girls from rural areas are sometimes promised clothing and lodging from brothel owners. They are later coerced to engage in commercial sexual exploitation to pay off their debts.(6, 22, 30) They may also be promised well-paid jobs as domestic workers, but end up working in rest houses or bars, ultimately being coerced to engage in commercial sexual exploitation for room and board.(12)




Although primary education is free, considerable barriers to education exist, including families' inability to pay required school-related fees and expenses such as books and uniforms.(12, 26, 32)

Children with family members with HIV/AIDS may assume responsibility as head of their households and have to work to support their families. These children, especially those who are orphaned, are at increased risk of entering into the worst forms of child labor.(33, 34)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Malawi has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 21 of the Employment Act No. 6 of 2000 (35)
Minimum Age for Hazardous Work	Yes	16/18	Section 22 of the Employment Act No. 6 of 2000; Section 23 of the Constitution; Section 2 of the Child Care, Protection and Justice Act, 2010 (35-37)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Sections 1–9, and Paragraph 6, Sections 1–6 of the Employment (Prohibition of Hazardous Work for Children) Order, 2012 (38)
Prohibition of Forced Labor	Yes		Section 4 of the Employment Act No. 6 of 2000; Section 27 of the Constitution; Sections 140–147 and 257–269 of the Penal Code; Sections 79 and 82 of the Child Care, Protection and Justice Act, 2010; Section 15 of the Trafficking in Persons Act, 2015 (35-37, 39, 40)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Sections 140–147 and 257–269 of the Penal Code; Section 79 of the Child Care, Protection and Justice Act, 2010; Section 15 of the Trafficking in Persons Act, 2015 (37, 39, 40)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 137–138, 140, 142, 147, and 155 of the Penal Code; Sections 23 and 84 of the Child Care, Protection and Justice Act, 2010; Sections 15 and 20 of the Trafficking in Persons Act, 2015 (37, 39, 40)
Prohibition of Using Children in Illicit Activities	Yes		Section 23 of the Child Care, Protection and Justice Act, 2010 (37)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 19 of the Defense Force Act (41)
Compulsory Education Age	Yes	18	Article 13 of the Education Act, 2013 (32)
Free Public Education	Yes		Article 13 of the Education Act, 2013 (32)

* No conscription (41)

In 2015, the Government passed the Trafficking in Persons Act, which will address previous gaps in the legal framework related to protecting all children under age 18 from trafficking in persons, including protection from commercial sexual exploitation regardless of gender.(40)

While Section 23 of the Constitution states that children under age 16 are entitled to protection from hazardous work, Section 22 of the Employment Act sets the minimum age for hazardous labor at age 18.(35, 36, 42, 43) Consequently, there is some confusion regarding the legal minimum age for engaging in hazardous work.(37, 42)

Section 21 of the Employment Act sets the minimum age for employment at age 14 in agricultural, industrial, or nonindustrial work.(35) The minimum age is not extended to workers in third-party homes, such as in domestic work, or non-commercial agriculture in which children are known to work.(35, 42, 44) In addition, Malawi lacks a legal framework for the tenancy system used in tobacco production. This is of particular concern, considering that children involved in the tenancy system can face debt bondage.(17, 27–29)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MOL)—Child Labor Unit (CLU)	Monitor and implement child labor law compliance through child labor monitoring visits.(45)
MOL	Perform inspections and investigate all labor complaints, including those related to child labor.(2)
Ministry of Home Affairs	Enforce human trafficking laws and prosecute trafficking in persons.(31, 46)
District Labor Offices	Enforce child labor laws at the district level.(2)
Ministry of Gender, Children, Disability and Social Welfare—Department of Child Development	Provide child protection and development services.(47)
Ministry of Justice and Constitutional Affairs	Prosecute criminal offenders.(48)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Malawi took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	120 (49)	120 (49)
Inspectorate Authorized to Assess Penalties	Yes	Yes
Training for Labor Inspectors		
■ Initial Training for New Employees	N/A (49)	N/A (49)
■ Training on New Laws Related to Child Labor	No (49)	No (49)
■ Refresher Courses Provided	No (49)	No (49)
Number of Labor Inspections	215† (49)	116 (49)
■ Number Conducted at Worksite	215 (49)	116 (49)
■ Number Conducted by Desk Reviews	0 (49)	0 (49)
Number of Child Labor Violations Found	145 (49)	148 (49)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	142 (49)
■ Number of Penalties Imposed That Were Collected	Unknown	142 (49)
Routine Inspections Conducted	No (49)	No (49)
■ Routine Inspections Targeted	No (49)	No (49)
Unannounced Inspections Permitted	Yes (49)	Yes (49)
Unannounced Inspections Conducted	Yes (49)	Yes (49)
Complaint Mechanism Exists	Yes (49)	Yes (49)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (49)	Yes (49)

† Data are from the Government of Malawi for the period from January 2014 to May 2014.

In 2015, the Ministry of Labor's (MOL) Child Labor Unit (CLU) had one full-time employee based in Lilongwe, down from three last year.⁽⁵⁰⁾ Each of Malawi's administrative districts employed a District Labor Officer (DLO), who was responsible for enforcing all labor laws including those on child labor.^(2, 19, 44) The MOL was allocated roughly \$2.65 million for recurrent expenses and capital expenditure funding for a new community college initiative. Of this amount, \$11,262 was allocated for the CLU, which was a considerable reduction from the previous year, and the MOL reported it was an insufficient amount to carry out the Ministry's child labor monitoring and prevention mandate.^(19, 50) According to MOL officials, DLOs were limited in their ability to carry out monitoring and reporting due to budget and resource constraints, including a lack of transportation.^(2, 19, 44, 51) The MOL advocated for the CLU to be upgraded from a unit into a child labor department, which would enable it to have staff members focused on enforcing laws related to child labor in each of the country's districts.⁽⁴⁴⁾

The Government supports a child protection helpline operated by an NGO that identifies cases of child sexual and labor exploitation. Another child helpline covering the Kasungu District was run by NGOs but uses Lilongwe-based government employee operators.⁽²²⁾ Research did not find information on the number of calls related specifically to child labor.

Of the 148 child labor violations found, the MOL required employers to pay back wages but did not assess additional fines or penalties. A total of 210 children were removed from child labor a result of inspections and referred to social services.⁽⁵⁰⁾

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Malawi took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (49)	Yes (49)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (49)	Unknown (49)
■ Refresher Courses Provided	No (49)	Unknown (49)
Number of Investigations	Unknown (49)	Unknown (49)
Number of Violations Found	Unknown (49)	Unknown (49)
Number of Prosecutions Initiated	Unknown (49)	Unknown (49)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Convictions	Unknown (49)	Unknown (49)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (49)	Yes (49)

The Government has a referral process in place to transfer human trafficking victims detained by law enforcement authorities to service providers, although services remain limited.⁽⁵²⁾ The Government operates a social rehabilitation center providing assistance to several child trafficking victims in Lilongwe, but the quality of the facility has been reported to be very poor, leading law enforcement officers to regularly refer victims to civil society organization-run shelters.^(30, 52)

While criminal law enforcement data related to the worst forms of child labor are unknown, the Malawi Police Service provided trafficking in persons data from five police stations. In 2015, 142 victims were rescued and 58 suspects were convicted.⁽⁴⁶⁾ In addition, during 2015, Phalombe District Police reported 55 trafficking victims and five cases resulting in conviction, with prison sentences ranging from 18 to 24 months with hard labor.⁽⁴⁶⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Provide policy guidance to support the elimination of child labor and implementation of the National Action Plan on Child Labour (NAP). Chaired by the Ministry of Agriculture, members include representatives from government ministries, trade unions, employers, development partners, and civil society organizations. ^(19, 34, 53) The National Steering Committee on Child Labor met one time. ⁽⁵⁰⁾
National Technical Working Group on Child Labor and Protection	Oversee child protection issues. Includes representatives from the Government, international organizations, development partners, and NGOs and is chaired by the Ministry of Gender, Children, Disability, and Social Welfare. ^(2, 19, 22) The National Technical Working Group on Child Labor met for the first time during the reporting period. ⁽⁵⁰⁾
District Child Protection Committees	Coordinate all child protection activities at the district level and improve local coordination on child protection issues. May be combined with a district orphan and vulnerable child committee and a district committee on child rights. ^(19, 22)

In 2015, the National Steering Committee on Child Labor met one time, and the National Technical Working Group on Child Labor met for the first time during the reporting period.⁽⁵⁰⁾

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Malawi has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on Child Labour for Malawi (2010–2016)	Assigns roles and responsibilities for each ministry in charge of implementing child labor policies, provides a comprehensive framework to reduce the worst forms of child labor, and proposes concrete activities to support policies to combat child labor. ⁽⁵⁴⁾
Child Protection Strategic Plan	Outlines the responsibilities of the MOL, Malawi Police Service, and the Ministry of Gender, Children, Disability, and Social Welfare to coordinate efforts combating child labor. ⁽¹⁹⁾
National Action Plan for Vulnerable Children† (2015–2019)	Coordinated by the Ministry of Gender, Children, Disability, and Social Welfare, was launched in 2015 and provides a framework for the development of district implementation plans for assisting vulnerable children. ^(50, 55)
National Youth Policy*	Includes strategies targeting youth ages 14 to 25, including creating more educational and training opportunities. ⁽⁵⁶⁾
UN Development Assistance Framework (2012–2016)	Recognizes child labor as a common constraint to the creation of decent and productive employment. Proposes strategies to address child labor, including enforcement of existing labor laws and enactment of the pending legislation and policies. ^(57, 58)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Malawi Growth and Development Strategy II (2011–2016)	Includes strategies to eliminate child labor, such as integrating child labor issues into development initiatives and interventions; highlights that poverty is the root cause of child labor.(2, 57) To ensure consistency across policies, the MOL is incorporating child labor into all the sectors of the Malawi Growth and Development Strategy II.(2, 59)
National Education Sector Plan (2008–2017)*	Provides a framework for quality and relevant education to Malawians, including providing technical and vocational training and education for youth.(60)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was launched during the reporting period.

In 2015, the National Child Labor Policy, which will focus on the issue of child labor and provide the Government, civil society, and other partners with a framework to implement child labor programs and activities, awaited Cabinet approval and was not yet in effect.(2, 19, 50) Additionally, the Government has not finalized or fully implemented the Child Protection Policy, which outlines the Government's child protection strategy.(19, 50)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Malawi funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP) (2013–2017)	USDOL-funded, research project implemented by ILO in 10 countries, including Malawi, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in this area.(61) During the reporting period, the ILO and the National Statistical Office collected data for the second National Child Labor Survey.(62)
Global Action Program on Child Labor Issues Project (2011–2016)	USDOL-funded project implemented by ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Malawi.(63)
Child Labor Elimination Actions for Real Change (2011–2015)	\$8 million Eliminating Child Labor in Tobacco Growing (ECLT)-funded, 4-year project that contributes to the elimination of hazardous child labor in tobacco-growing areas in Malawi within the context of the Child Labor NAP for Malawi. Targets 10,000 children for prevention from child labor.(2, 19, 64)
Achieving Reduction of Child Labor in Support of Education II* (2015–2018)	\$2 million Japan Tobacco International (JTI)-funded, 3-year project that provides strategies to promote economic empowerment, raises awareness on child labor, and provides education support.(65, 66)
Program to Reduce the Worst Forms of Child Labor in Tobacco-Growing Communities in Malawi (2011–2015)	Combined \$4.5 million JTI-funded, 4-year project to reduce child labor in tobacco communities in Brazil, Malawi, and Zambia.(67) In Malawi, the project budget is \$1.3 million.(66)
Project on Combating Child Labor in the Tobacco Industry	\$3 million JTI-funded project in partnership with UNDP and the African Development Bank that addresses child labor in the tobacco industry through public-private partnerships.(2)
Child Labor Monitoring System†	MOL system in pilot districts to identify working children and collect data on school attendance and other data points.(19)
National Social Cash Transfer Program†	Ministry of Gender, Children, Disability, and Social Welfare program that supports low-income families in high-risk districts to enable their children to stay in school.(2, 47, 68) In FY 2015, the Government maintained the program at 304,534 beneficiary households at an annual cost of \$68 million, which represents a \$3 million increase from FY 2014.(69) Research has shown a decrease in child labor rates as a result of participation in this program.(70, 71)
Complimentary Basic Education Program†	\$1.1 million Government-funded project that enrolls children withdrawn from child labor into school. To date, an estimated 11,000 children have graduated from this program.(50)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Malawi Decent Work Country Program (2011–2016)	ILO program that seeks the elimination of the worst forms of child labor and targets youth, women, and people with disabilities through creating additional income-generating opportunities.(57, 72)
Malawi Social Action Fund IV (2014–2018)	\$32.8 million, World Bank-funded, 4-year project that provides loans for community development and social support programs, including work opportunities, skill-building, and cash transfers.(19, 50)
Anti-Human Trafficking Project	Salvation Army-implemented project that provides shelter, rehabilitation, and training for victims of human trafficking.(22)
Shelter Program†	Ministry of Gender, Children, Disability, and Social Welfare program that provides shelter for children in Lilongwe and takes in trafficked and street children.(2)
Orphans and Vulnerable Children Intervention	\$4.9 million President's Emergency Plan for AIDS Relief-funded program in partnership with the Ministry of Gender, Children, Disability, and Social Welfare that provides vulnerable children from birth to age 17 with education, child protection services, birth registration, and shelter and care through the establishment of Community Based Care Centers.(73)
Girls' Empowerment through Education and Health Activity	USAID and Save the Children-funded project that focuses on reducing structural and cultural barriers to girls' access to education in Balaka and Machinga districts.(73)
School Feeding Program	World Food Program and U.S. Department of Agriculture-funded program that provides meals to help keep children in school.(2, 74)
Birth Registration Program†	EU- and UNICEF-funded program that ensures nearly all health facilities in Lilongwe register children at birth and supports government electronic storage of birth data collected at the district level. The Government's National Registration Bureau initiated hospital birth registration in Zomba and Mulanje districts.(22) The U.S. Centers for Disease Control and Prevention (CDC) supported birth registration in Blantyre, Chitipa, and Ntcheu districts.(19) UNICEF supported birth registration in Lilongwe.(50)

* Program was launched during the reporting period.

† Program is funded by the Government of Malawi.

Although Malawi has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem in all relevant sectors, including agriculture and fishing.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Malawi (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Address the inconsistency in the law for the minimum age for hazardous work in compliance with international standards.	2013 – 2015
	Ensure that all forms of children's work, including children working in private homes (domestic service) and on noncommercial farms, receive legal protection, including a minimum age for work that complies with international standards.	2009 – 2015
	Ensure legal protection for children working in the tenancy system.	2009 – 2015
Enforcement	Make the labor inspectorate's funding publicly available.	2015
	Institutionalize training for labor inspectors, including by training new labor inspectors at the beginning of their employment on new laws related to child labor, and provide refresher courses.	2015
	Strengthen the labor inspectorate by initiating routine inspections rather than performing inspections solely based on complaints received.	2015
	Increase resources to the CLU and district labor inspectors to conduct regular child labor inspections.	2009 – 2015
	Disaggregate data on child labor from child protection hotline calls and make data available to the public.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information publicly available on the training system for criminal law investigators and the number of investigations, violations, prosecutions, and convictions.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Education Sector Plan and National Youth Policy.	2011 – 2015
	Finalize and implement the National Child Labor and Child Protection policies.	2009 – 2015
Social Programs	Ensure that additional costs to education and the impact of HIV/AIDS do not serve as barriers to education.	2012 – 2015
	Increase the scope of existing social programs to reach more children at risk of the worst forms of child labor, and develop programs to target children in the fishing and agriculture sectors, specifically.	2011 – 2015

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Maldives

MINIMAL ADVANCEMENT

In 2015, Maldives made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government acceded to the Palermo Protocol on Trafficking in Persons, incorporated a human trafficking module into the training curriculum for all new Maldives Immigration hires, and adopted the National Anti-Human Trafficking Action Plan (2015–2019). Although research is limited, evidence indicates that children are engaged in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking in Maldives. The Government has not determined specific hazardous occupations or activities that are prohibited for children and the compulsory education age of 13 leaves children ages 13 to 15 vulnerable to the worst forms of child labor. The Government does not have a coordinating mechanism, policy, or social program that specifically addresses child labor, including its worst forms.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, evidence indicates that children are engaged in the worst forms of child labor in commercial sexual exploitation, sometimes as a result of human trafficking in Maldives.(1, 2) Table 1 provides key indicators on children's work and education in Maldives.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.9 (2,364)
Attending School (%)	5-14 yrs.	79.5
Combining Work and School (%)	7-14 yrs.	4.0
Primary Completion Rate (%)		114.4

Source for primary completion rate: Data from 2009, published by UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2009.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Fishing,* activities unknown (5)
Services	Domestic work* (1, 2)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation,* sometimes as a result of human trafficking* (1, 2)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.







No current data are available on child labor in Maldives, and a national survey on child labor has not been conducted. Some girls from Bangladesh and Maldives are trafficked for commercial sexual exploitation to Malé, the capital of Maldives, but evidence of the problem is limited.(2) The Maldives Human Rights Commission is assessing the scope of the human trafficking problem in the country, but its findings have not been published.(6, 7)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Maldives has ratified all key international conventions concerning child labor (Table 3).



Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

In 2015, the Government of Maldives acceded to the Palermo Protocol on Trafficking in Persons.

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Section 6 of the Employment Act (8)
Minimum Age for Hazardous Work	Yes	18	Section 7 of the Employment Act (8)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Section 3 of the Employment Act; Sections 12–16 of the Prevention of Human Trafficking Act (8, 9)
Prohibition of Child Trafficking	Yes		Sections 12–15 of the Prevention of Human Trafficking Act (9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 17–19 of the Special Provisions Act to Deal with Child Sex Abuse Offenders; Ministry of Justice Circular on the Penalty for Fornication and Sexual Offenders (10, 11)
Prohibition of Using Children in Illicit Activities	Yes		Section 133(c)(1) of the Drugs Act (12)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Law on the Protection of the Rights of Children (7)
Compulsory Education Age	Yes	13‡	Legislation title unknown (13)
Free Public Education	Yes		Article 36 of the Constitution (14)

* No conscription (15)

‡ Age calculated based on available information

While the legal framework prohibits the employment of children in work that may be detrimental to their health and safety, the Government has not determined specific hazardous occupations and activities that are prohibited for children.(16)

Children in Maldives are only required to attend school up to age 13. This standard makes children ages 13 through 15 vulnerable to the worst forms of child labor because they are not required to attend school but are not legally permitted to work

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Maldives

MINIMAL ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Labor Relations Authority, Ministry of Economic Development (MED)	Enforce the child labor provisions of the Employment Act. Assess minor fines and make recommendations to the Minister of Human Resources on additional fines or other actions to penalize violators.(17)
Family and Child Protection Unit, Maldives Police Service (MPS)	Investigate complaints of child labor and commercial sexual exploitation. Refer cases to the Prosecutor General's Office for prosecution.(17)
Prosecutor General's Office	Prosecute crimes, including those involving the worst forms of child labor.(17)
Family Child Protection Services (FCPS), Ministry of Law and Gender	Receive referrals of children who have been exploited, including in child commercial sexual exploitation, and provide care for such victims.(17)
Maldives Immigration	Maintain a blacklist of employers who violate any provision of the Employment Act and prohibit blacklisted employers from hiring new workers until violations are corrected. Identify victims of human trafficking in coordination with the MPS.(17, 18)
Anti-Human Trafficking Units, the MPS, and DIE	Investigate human trafficking-related offences and enforce laws prohibiting trafficking in persons.(19)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Maldives took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	13 (20)	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	No (20)	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (20)	Unknown
Number of Labor Inspections	102 (20)	Unknown
■ Number Conducted at Worksites	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (20)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Maldives took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Labor Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (18)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (18)
Number of Investigations	Unknown	Unknown

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (17)	Yes (17)

In 2015, a human trafficking module was included in the training curriculum for all new Maldives Immigration hires.(18) The IOM also conducted trafficking in persons training for government officials, including the Maldives Police Service (MPS), Maldives Immigration, and the Ministry of Law and Gender.(18)

In 2014, the most recent year for which information is available, anti-human-trafficking units in the MPS comprised seven officers, including three female officers.(20) The Family and Child Protection Unit employed 25 officers to process child abuse cases in Malé, and an unknown number of officers in police stations throughout the country's islands. The Prosecutor General's Office employed 45 prosecutors for all areas of its work across the country.(17)

Investigators have insufficient funding and resources, such as office facilities and transportation.(17) Police and other officials lack adequate training on procedures for identifying human trafficking victims and providing referrals to protective services, including for children.(21) Maldives Immigration and the MPS lacked the capacity to pursue child trafficking investigations.(18)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism on human trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Anti-Human Trafficking Steering Committee	Coordinate anti-human-trafficking activities and implement the country's National Anti-Human Trafficking National Action Plan under MED leadership.(17, 22) Members include the MPS, the Supreme Court, the People's Parliament (Majlis), the Attorney General's Office, the Prosecutor General's Office, the Human Rights Commission, the Ministry of Foreign Affairs, the Ministry of Home Affairs, DIE, the Customs Service, the Ministry of Islamic Affairs, and the NGO Advocating the Rights of Children.(9, 10)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Maldives has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Anti-Human Trafficking Action Plan (2015–2019)†	Sets out the Government's goals to combat human trafficking.(18)
UNDP Country Program for Maldives (2011–2015)*	Aimed to support the ILO in developing a Decent Work framework to address youth unemployment. Aimed to promote equitable access to justice and rule of law by increasing the capacity of the Prosecutor General's Office, including training on human rights issues.(23)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the Government of Maldives has adopted the National Anti-Human Trafficking Action Plan, research found no evidence of a policy to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Maldives funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Maldives

MINIMAL ADVANCEMENT

Table 10. Social Programs to Address Child Labor

Program	Description
FCPS Shelters and Rehabilitation Centers	Ministry of Law and Gender-operated centers on many of the country's islands, which provide services such as temporary shelter, vocational training, and rehabilitation and counseling for children in need, which could include children rescued from abusive work situations.(6, 24)
Blue Ribbon Campaign Against Human Trafficking†	Government campaign, implemented by the Ministry of Foreign Affairs, that aims to raise awareness of human trafficking in Maldives among students and the business community.(25)
Child Help Linet	Government-maintained hotline used to report cases of child abuse and general issues that children face.(26)
Trafficking in Persons Hotlinet	Government-operated hotline dedicated to receiving reports of human trafficking cases.(18)
UNICEF Country Program (2011–2015)	UNICEF program, worked with the Government to monitor schools to ensure that authorities and communities maintained safe and sanitary learning environments for children.(27) Worked to build the capacity of the FCPS staff to protect children from violence and abuse. Advocated increased protection for children who are victims of crimes and witnesses to crimes.(27)
Enhancing Education Development Project†	\$11 million World Bank and Government of Maldives-funded, 5-year project, that aims to strengthen access to primary and secondary school education in Maldives and improve its quality. Funded with approximately \$10 million from the World Bank and \$1 million from the Government of Maldives.(28)

† Program is funded by the Government of Maldives.

In 2015, the Government allocated funds for the construction of a new shelter for victims of human trafficking. The shelter is expected to be completed in 2016.(18)

Existing social programs do not specifically address the worst forms of child labor in the commercial sexual exploitation of children.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Maldives (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children.	2009 – 2015
	Raise the compulsory education age to 16 to be consistent with the minimum age for work.	2011 – 2015
Enforcement	Collect and publicize information on labor law enforcement, including labor inspection data and child labor law violations, and information on criminal law enforcement of the worst forms of child labor, including the number of investigations, violations, prosecutions, and convictions.	2013 – 2015
	Ensure that the labor inspectorate receives training on child labor issues.	2009 – 2015
	Provide sufficient funding and training to the police and prosecutors, to ensure that investigators have the resources necessary to enforce laws on the worst forms of child labor.	2013 – 2015
Coordination	Establish a coordination mechanism to combat child labor.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the UNDP Country Program for Maldives.	2014 – 2015
	Adopt a policy to address child labor, including its worst forms.	2014 – 2015
Social Programs	Conduct and publish research on commercial sexual exploitation and trafficking of children.	2009 – 2015
	Conduct a national child labor survey and publish the results.	2014 – 2015
	Implement programs to address the worst forms of child labor in commercial sexual exploitation.	2009 – 2015

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Mali

MODERATE ADVANCEMENT

In 2015, Mali made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted and modestly implemented the National Action Plan to Combat Trafficking in Persons and Associated Practices (2015-2017), which provides protection and social assistance to victims of human trafficking, including children. The Government also established a referral mechanism between the National Directorate of Labor and the Ministry for the Promotion of Women, Children, and the Family to ensure that victims of child labor receive appropriate social services. In northern Mali, the Government made progress in providing access to education by reopening 89 percent of the schools for the 2014/15 academic year. However, children in Mali are engaged in the worst forms of child labor, including in gold mining and the production of rice. Children were also abducted and forcibly recruited by armed rebel and extremist Islamic militia groups, and some of these children were detained and charged with crimes for their association with these groups. Laws relating to the worst forms of child labor do not provide adequate coverage, and gaps in enforcement have left children unprotected.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mali are engaged in child labor, including in the production of rice.(1-4) Children are also engaged in the worst forms of child labor, including in gold mining.(5-9) Children were also abducted and forcibly recruited for use in armed conflict in northern Mali by rebels and extremist Islamic militia groups.(3, 8, 10-12) Table 1 provides key indicators on children's work and education in Mali.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	25.1 (1,216,300)
Attending School (%)	5-14 yrs.	46.0
Combining Work and School (%)	7-14 yrs.	13.4
Primary Completion Rate (%)		53.1

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey, 2012–2013.(14)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Seeding,*† weeding,*† plowing,*† harvesting,*† transporting,*† and applying chemical fertilizers,*† particularly in the production of rice and cotton (1, 2, 8, 15)
	Raising livestock,* including oxen* and small ruminants* (2, 4, 6, 16)
	Fishing* (6, 17, 18)
Industry	Gold mining,† including digging shafts,† extracting ore from underground tunnels,† crushing ore,† and amalgamating ore with mercury† (5, 8, 9, 19-22)
	Assembling fishing canoes*†(17)
Services	Domestic work, transportation* (8, 15, 18, 23)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced labor in mining, domestic work,* commerce,* and farming,* including in the production of rice, each sometimes as a result of human trafficking (3, 8, 23-25)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (3, 26-29)
	Use in armed conflict as a result of forced recruitment by armed rebel and extremist Islamic militia groups (3, 8, 10, 11)
	Hereditary servitude (3, 8, 25, 30)
	Forced labor in the production of salt* (3, 8)
	Forced into begging by Koranic teachers, sometimes as a result of human trafficking (3, 7, 8)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children, especially of the Bellah community, also known as black Tuaregs, who were former slaves, are subject to hereditary slavery in northern Mali.(3, 8, 25, 30) In addition, children, particularly those of the Songhai ethnicity, work in debt bondage in the northern salt mines of Taoudenni.(3, 8) Boys placed in the care of Koranic teachers for education are forced by their teachers to beg on the street or to work in fields; they must then surrender the money they have earned to their teachers. Other Koranic teachers force boys to perform agricultural labor on their personally owned land.(2, 3, 7, 8, 16)

The Government signed a peace agreement with armed groups of northern Mali in June 2015. Despite this progress, intermittent fighting and violence continued throughout 2015, resulting in the killing and displacement of children.(12, 31) Although the incidence of child soldiers decreased during the reporting period, children continued to be abducted, forcibly recruited, and trained by armed rebel and extremist Islamic militia groups, including the National Movement for the Liberation of Azawad (MNLA), the High Council for the Unity of Azawad (HCUA), the Arab Movement of Azawad (MAA), the Allies Tuareg Self-Defense Group (GATIA), al-Qaeda in the Islamic Maghreb (AQIM), Ansar al-Dine, and the Movement for Unity and Jihad in West Africa (MUJAO) in northern Mali. (3, 8, 10-12) Reports also indicate that in 2015, children were held in state-owned adult prisons and charged with committing terrorism against the Government due to their past involvement with extremist groups during the 2012–2013 armed conflict.(3, 10, 32)

In northern Mali, the Government made progress in providing access to education by reopening 89 percent of the schools for the 2014/15 academic year.(33) However, educational infrastructure is still damaged as a result of the conflict; many teachers and students remain displaced and some teachers in insecure areas felt it was unsafe to return to school.(8, 12, 33, 34)

The Constitution guarantees free and compulsory education.(8, 35) However, parents are expected to pay school fees for registration, uniforms, books, and materials. These expenses may deter families from sending their children to school.(8) Many children in Mali are not registered at birth. Unable to prove citizenship, unregistered children may have difficulty accessing services, including education.(8, 36) In addition, evidence suggests that incidences of physical, psychological, and sexual abuse, including corporal punishment and the rape of students by teachers, prevent some children from remaining in school.(8, 37) Due to societal discrimination at the local level, some Arab, Peul, and Bellah children are denied access to school based on their ethnicity.(8, 38)



II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Mali has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article L. 187 of the Labor Code (39)
Minimum Age for Hazardous Work	Yes	18	Hazardous Occupation List; Article D.189.14 of the Labor Code (39, 40)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Hazardous Occupation List; Article 189 of the Labor Code (39, 40)
Prohibition of Forced Labor	Yes		Article L.6 of the Labor Code; Article 1 of the Trafficking in Persons Law (39, 41)
Prohibition of Child Trafficking	Yes		Article 244 of the Penal Code; Article 7 of the Trafficking in Persons Law; Article 63 of the Child Protection Code (35, 41, 42)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 228 of the Penal Code; Article 1 of the Trafficking in Persons Law; Article 57 of the Child Protection Code (35, 41, 42)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 17 of the Child Protection Code; Articles 31.23 and 31.31 of the Penal Code (35, 42)
Minimum Age for Voluntary Military Service	Yes	18	Article 17 of the Child Protection Code; Articles 31.23 and 31.31 of the Penal Code (35, 42, 43)
Compulsory Education Age	Yes	15‡	Articles 26 and 34 of the Law of Education (44)
Free Public Education	Yes		Article 18 of the Constitution (45)

‡ Age calculated based on available information.

The Labor Code allows children between the ages of 12 and 14 to perform domestic or light seasonal work, as long as it does not impede school attendance and it does not exceed four and a half hours of work per day.(39) However, the law does not specify the conditions under which light work may be undertaken.(18) Children working in unpaid, temporary, or non-contractual work do not have the same protections under child labor laws and regulations as children working in contractual employment.(18, 46)

Although Mali's Hazardous Occupations List prohibits certain activities for children under age 18, Decree 96-178 from June 1996, which remains in force, permits children ages 16 to 17 to perform certain hazardous activities. The decree conflicts with the protections provided in the Hazardous Occupations List, leaving the possibility for children to work in hazardous activities.(18, 40)

The Child Protection Code provides protection for children under age 18, while the Penal Code establishes criminal penalties for several of the worst forms of child labor.(35, 42) For example, Articles 50 and 58 of the Child Protection Code identify begging as a form of economic exploitation of children, while Article 183 of the Penal Code specifies punishments for engaging a child in begging. However, the Penal Code does not provide penalties for some of the prohibitions enumerated in the Child Protection Code.(35, 42) For example, although Article 17 of the Child Protection Code prohibits children under age 18 from participating in armed conflicts or joining the armed forces, Articles 31.23 and 31.31 of the Penal Code provide penalties only for those recruiting and enlisting children under age 15.(35, 42, 43) Moreover, although Article 18 of the Child Protection Code prohibits the use of children in organized crime, the law does not prohibit using, procuring, or offering a child for the production and trafficking of drugs.(29, 35)

The Inter-Ministerial Circular (Circular) references Article 28 of the Penal Code, which states that crimes committed out of self-defense or under a force that could not be resisted should not be penalized as prescribed by the Penal Code. The Circular states that Article 28 of the Penal Code is applicable to children involved in armed conflict.(42, 47) However, the Circular does not define the age range of children it covers. Considering the discrepancy between the Penal Code and the Child Code regarding the definition of children involved in armed conflict, the lack of a defined age range in this Circular may leave children ages 16 to 17 unprotected.(47)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, National Directorate of Labor	Enforce child labor laws, investigate complaints, and perform unannounced labor inspections.(8, 16, 48)
Ministry of Justice	Initiate and coordinate the implementation of child labor laws, with the support of the Ministries of Internal Security, Defense, Territorial Administration, Labor, and the Promotion of Children.(15, 16, 49)
Brigade for the Protection of Morals and Children of the National Police	Enforce laws relating to human trafficking and the commercial sexual exploitation of children, and conduct inspections. Housed under the Ministry of Internal Security.(15, 16, 50)
Judicial Police	Enforce laws relating to the use of children in illicit activities. Housed under the Ministry of Internal Security.(50)
Ministry for the Promotion of Women, Children, and the Family	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor.(16, 48)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Mali took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	\$48,000 (15)
Number of Labor Inspectors	54 (51)	60 (15)
Inspectorate Authorized to Assess Penalties	Yes (15)	Yes (15)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (51)	No (15)
■ Training on New Laws Related to Child Labor	No (51)	Unknown (15)
■ Refresher Courses Provided	No (51)	Yes (15)
Number of Labor Inspections	Unknown (16)	Unknown (15)
■ Number Conducted at Worksite	Unknown (16)	Unknown (15)
■ Number Conducted by Desk Reviews	Unknown (16)	Unknown (15)
Number of Child Labor Violations Found	Unknown (16)	Unknown (15)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (16)	Unknown (15)
■ Number of Penalties Imposed That Were Collected	Unknown (16)	Unknown (15)
Routine Inspections Conducted	Yes (15)	Yes (15)
■ Routine Inspections Targeted	Yes (15)	Yes (15)
Unannounced Inspections Permitted	Yes (15)	Yes (15)
Unannounced Inspections Conducted	Yes (15)	Yes (15)
Complaint Mechanism Exists	Yes (15)	Yes (15)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (15)	Yes (15)

The Labor Inspectorate 2015 budget was insufficient in infrastructure, transportation, and fuel.(15) Given the prevalence of child labor throughout the country, the number of inspectors employed is insufficient. The National Directorate of Labor employed

60 labor inspectors in 2015. According to the ILO's recommendation of one inspector for every 10,000 workers in industrial market economies, Mali should employ roughly 564 inspectors in order to adequately enforce labor laws throughout the country.(15, 52-54) Some labor inspectors received training during the reporting period on the worst forms of child labor. The National Unit to Fight Against Child Labor indicated that the number of inspectors trained and the number of trainings conducted were insufficient.(15) In addition to inspection duties, inspectors provide dispute settlement and conciliation.(39, 55) One labor inspector in each region is designated as the point of contact for the National Unit for the Fight Against Child Labor.(15) Research shows that, despite decentralization efforts, funds are rarely allocated to inspectorate regional offices.(15) Labor inspections are typically limited to the formal employment sector, including in industry, construction, and hotel services; however, the majority of children work outside the formal sector, including in agriculture.(15) Reports indicate a lack of trained staff, equipment, transportation, and funding to conduct effective child labor inspections and legal proceedings.(15)

Punishment for the worst forms of child labor can range from 5 to 20 years of imprisonment, depending on the severity of the offense. Koranic teachers who have perpetrated forced begging, however, are often released through the intervention of parents or religious authorities because much of the time the parents willingly send their children into the Koranic teacher's care.(15) The Brigade for the Protection of Morals and Children (Morals Brigade) has suggested an alternative dispute resolution mechanism as opposed to prison for Koranic teachers; this policy proposal has yet to be implemented.(15, 56)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Mali took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Labor Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (16)	Unknown (15)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (16)	Unknown (15)
■ Refresher Courses Provided	Yes (15)	Yes (15)
Number of Investigations	114 (16)	Unknown (15)
Number of Violations Found	Unknown (15)	Unknown (15)
Number of Prosecutions Initiated	Unknown (15)	Unknown (15)
Number of Convictions	Unknown (15)	Unknown (15)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (57)	Yes (15)

In 2015, the Morals Brigade employed 26 staff, including 2 captains and 8 investigators.(15) Given the prevalence of child labor in the country, the number of criminal law enforcement agents is inadequate.(15) Although the Morals Brigade was created to handle criminal affairs involving children, the main police force has no explicit obligation to turn children's cases over to the Morals Brigade. As a result, many children's issues are handled by members of the general police force who may not have received special training on children's affairs.(58) The Morals Brigade receives 120 liters of fuel every 3 months, but information on its budget is unavailable and its current provisions, such as vehicles, materials, and supplies, are insufficient.(15, 16)

In 2015, the Government of Mali established a referral mechanism between the National Directorate of Labor and the Ministry for the Promotion of Children and Women. The established referral mechanism is designed to ensure that victims of child labor receive appropriate social services.(15) The Malian military transferred 10 children associated with armed groups to the National Directorate for the Promotion of Children and Women through the Judicial Investigation Office. All 10 children were received, provided medical and psychosocial support, and ultimately reunified with their families.(15)

The Morals Brigade generally conducts inspections based on complaints received; however, investigators also conducted unannounced inspections in bars and brothels. In 2015, the Morals Brigade rescued four children who were victims of forced labor perpetrated by Koranic teachers.(15, 16) Reports also indicate that, because of the political instability hindering law and judicial enforcement in northern Mali, the prevalence of hereditary slavery has worsened since the conflict began.(59) The Trafficking in Persons Law, adopted in 2012, was distributed to judges around the country in November 2015 to ensure their knowledge of the law.(60)

Mali maintains an informal system through which police officers transfer rescued children to NGOs and keep records of such transfers. However, Mali does not have a formal method for transferring vulnerable children who are detained by the police and the Morals Brigade to NGOs.(3, 61) The Ministry for the Promotion of Women, Children, and the Family participates in a network of NGOs and UN bodies that provide care specifically to human trafficking victims. Organizations in the network provide transportation, food, housing, counseling, training, repatriation, and reintegration services.(57) In conjunction with security operations against armed groups, Malian and international security forces detained individuals suspected of involvement with armed groups, including children.(12) In 2015, the Government of Mali released four children from prison who had been recruited as child soldiers, however, some remained in detention and were not transferred to social services as required by the Inter-Ministerial Circular and the UN-signed Protocol. (12, 15, 62) In addition, evidence does not reveal efforts made by the Government of Mali to prosecute individuals alleged to have recruited and used child soldiers.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Unit to Fight Against Child Labor (CNLTE)	Coordinate Mali's efforts to eliminate child labor, especially its worst forms.(29, 63) The Committee is chaired by the Ministry of Labor and includes representatives from the Ministries of Education; Public Works; Economy and Finances; Employment and Professional Training; and the Promotion of Women, Children, and the Family.(63, 64)
National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices	Coordinate government efforts to combat human trafficking. Members comprise various government agencies, civil society groups, and NGOs.(3, 50)
Inter-Ministerial Committee to Prevent Grave Violations Against Children	Conduct awareness-raising campaigns to prevent the recruitment and use of children in armed conflict. Conduct joint missions with international partners to determine the presence of children in armed conflict.(65)
Artisanal Gold Mining Summit Committee	Monitor the recommendations of a 2014 summit on artisanal mining, including the ban on child labor in artisanal gold mines. Artisanal gold mining associations and local government officials represented in committee.(56)

In 2015, the National Unit to Fight Against Child Labor (CNLTE), in collaboration with international partners, organized awareness-raising campaigns and trainings on child labor for the World Day Against Child Labor.(48) CNLTE member agencies under the National Plan to Combat Child Labor (NAP) held regular meetings to develop and adopt a Roadmap to Combat Child Labor in Agriculture.(66-68) However, budget constraints hampered the effectiveness of the CNLTE as a whole.(16) Although the CNLTE is the official coordinating body for child labor issues, the number of government structures and lack of coordination among them is complicated, and as a result, so are its efforts to address child labor. The Ministry of Justice; the Ministry for the Promotion of Women, Children, and the Family; the Ministry of Internal Security; and the Ministry of Labor share the responsibility of addressing child labor in Mali.(15, 50, 69) The National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices met throughout 2014 to draft the National Action Plan to Combat Trafficking in Persons and Associated Practices, which was formally adopted in February 2015.(3, 70) No evidence was discovered that the Inter-Ministerial Committee to Prevent Grave Violations Against Children conducted meetings, took action to implement awareness-raising campaigns, or conducted joint missions to determine the presence of child labor in self-defense militias during the reporting period.(49, 56)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mali has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan to Combat Child Labor (PANETEM) (2011–2020)	Aims to eradicate the worst forms of child labor by 2015 and all exploitative child labor by 2020.(17, 29, 71) Calls for improving the judicial framework, increasing awareness of child labor, withdrawing children from the worst forms of child labor, providing children with appropriate remediation services, and improving the livelihoods of families.(17) Falls under the direction of the National Unit to Fight Against Child Labor and is implemented in partnership with 15 other ministries, including the Ministries of Education; Agriculture; Mining; Justice; and the Promotion of Women, Children, and the Family.(17)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Roadmap to Combat Child Labor in Agriculture (2015–2020)†	Seeks to enhance the legal framework and build the capacity of the Government to prevent child labor in agriculture. Includes activities to strengthen social and educational initiatives for vulnerable children and families.(67, 68) Chaired by the Ministry of Agriculture, includes representatives from the Ministries of Youth; Education; Labor; Employment and Professional Training; and the Promotion of Women, Children, and the Family. Also includes non-governmental stakeholders, such as NGOs, labor unions, international organizations, and social partners.(66, 67)
National Action Plan to Combat Trafficking in Persons and Associated Practices (2015–2017)†	Includes goals of enhancing the legal framework to prevent human trafficking, effectively implementing the laws, providing effective protection and care for victims, and strengthening social and educational initiatives for vulnerable children. Led by the National Coordinating Committee for the Fight Against Trafficking in Persons and Associated Practices.(3, 70)
National Policy for Child Promotion and Protection (2015–2019)	Aims to enhance the legal framework to protect children from violence, human trafficking, and exploitative work.(72, 73) Overseen by the Ministry for the Promotion of Women, Children, and the Family.(72, 74)
Poverty Reduction Strategy Paper (2012–2017)*	Provides a framework for Mali's growth and poverty reduction agenda.(75) Aims to improve access to education and its quality, increase food security, increase employment opportunities for youth, and increase protection for and programs to assist women, children, and vulnerable groups. Contains specific plans to develop an emergency plan for children involved in armed conflict.(75)
Inter-Ministerial Circular	Provides a framework for the Government of Mali on the prevention, protection, and reintegration of children involved in armed conflict.(47, 65, 76)
Protocol on the Release and Transfer of Children Associated with Armed Groups and Armed Forces	A UN-signed protocol agreement that highlights the responsibility of the Government of Mali to transfer children associated with armed groups to either social services or UNICEF.(12, 50, 77)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Although the National Plan to Combat Child Labor was launched in 2011, the Plan has not yet been implemented due to budgetary constraints.(16, 68) The Circular calls on families, local authorities, and child protection agencies to work together to ensure that children withdrawn from armed forces are disarmed, demobilized, and reintegrated or placed in another location of their choosing.(47) However, these efforts are insufficient to fully address the scope of the problem.(3, 10)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Mali funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. The Government has other programs that may have an impact on child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues (2011–2016)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor in Mali.(78) During 2015, the program contributed to the development of the Roadmap to Combat Child Labor in Agriculture and held a workshop to train agricultural extension services on child labor.(66)
Combating Child Labor through Skills Training for Older Children (2014–2015)	\$2.6 million, Government of Netherlands-funded 1-year project, combats child labor by improving access to education. Includes a component on design of skills and livelihoods training programs for out-of-school youth.(68, 79) Ended in September 2015, and 225 attendees received certification from the National Direction of Professional Training.(15)
Prevention and Elimination of Child Labor in West Africa (2009–2014)	\$5.4 million, Government of Spain-funded 5-year project to combat child labor by strengthening national public and private sector institutions, as well as civil society organizations.(79)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Back to School Campaign	\$3 million, UNICEF-implemented project, returns children and teachers to school following the violence that occurred in 2012 and 2013. Supports 500,000 students and 9,000 teachers with school kits and teacher training as they return to school.(80-82)
Out-of-School Youth Program-PAJE-Nièta (2010–2015)	\$30 million, USAID-funded, 5-year project implemented by the Education Development Center.(83) Provides education and technical and work readiness training to approximately 10,000 out-of-school youth between the ages of 14 and 25. Aims to improve youth employment prospects in Kayes, Sikasso, and Timbuktu regions. Implemented in partnership with the private sector and the Ministries of Youth, Education, and Employment.(80, 84) The Out-of-School Youth Program ended in November 2015.(15)
Every Child Counts Campaign (2015–2017)*	UNICEF-implemented project, provides alternative and accelerated learning programs for out-of-school children in Gao, Kidal, Mopti, Segou, and Timbuktu regions. Supports 100,000 students and 2,000 teachers with school kits and teacher training as they return to school.(34)
Reopening Schools†	Government initiative in northern Mali, made progress in providing access to education by reopening 89 percent of schools for the 2014/15 academic year.(33)

* Program was launched during the reporting period.

† Program is funded by the Government of Mali.

Although Mali participates in some programs to reduce the worst forms of child labor, these programs are insufficient to fully address the scope of the problem, especially in artisanal gold mining. In addition, Mali does not fund or participate in programs to address child labor in domestic work, fishing, forced begging, commercial sexual exploitation, slavery, or debt bondage.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mali (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the Labor Code light work provisions are specific enough to prevent children from involvement in child labor.	2015
	Ensure that the law's minimum age provisions and protections apply to children in unpaid, temporary, or non-contract work.	2010 – 2015
	Ensure that the Decree 96-178 aligns with the Hazardous Occupations List.	2009 – 2015
	Enact laws to provide penalties for violations of the worst forms of child labor, including for use of children under age 18 in armed conflict.	2009 – 2015
	Ensure that laws prohibit children from being used, procured, or offered for the production and trafficking of drugs.	2009 – 2015
	Define the age of children protected by the Inter-Ministerial Circular on the Prevention, Protection, and Reintegration of Children in Armed Conflict and ensure that the defined age range complies with international standards.	2013 – 2015
Enforcement	Ensure that law enforcement agencies, including regional offices, have adequate training and resources to conduct inspections and investigations into child labor, including its worst forms.	2012 – 2015
	Increase the number of labor inspectors and Morals Brigade officers responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2012 – 2015
	Take measures to enforce laws relating to child labor effectively, particularly in northern Mali.	2013 – 2015
	Collect and publicize information on the number, type, and quality of labor inspections; law violations and penalties assessed; and criminal prosecutions and convictions related to the worst forms of child labor.	2010 – 2015
	Ensure the punishments of convicted perpetrators of the worst forms of child labor are carried out in accordance with the law.	2015
	Ensure that a formal mechanism is established to transfer vulnerable children who are detained by the police and the Morals Brigade to appropriate services.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Implement the provisions of the Inter-Ministerial Circular and the UN-signed Protocol, which requires that children in detention for their association with armed groups be handed over to social services or to UN child protection actors for appropriate reintegration and social protection services.	2013 – 2015
	Enforce laws relating to child soldiers, including the prosecution of offenders, and enforce laws relating to slavery, including hereditary slavery.	2012 – 2015
Coordination	Streamline coordination across government agencies, including by ensuring coordination among the CNLTE and other overlapping agencies.	2010 – 2015
	Ensure that CNLTE has appropriate funding to implement the National Plan to Combat Child Labor.	2012 – 2015
	Ensure that the Inter-Ministerial Committee to Prevent Grave Violations Against Children meets regularly and takes action to fulfill its mission.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the PRSP.	2013 – 2015
	Ensure that appropriate funding exists to effectively implement the National Plan to Combat Child Labor.	2012 – 2015
Social Programs	Increase access to education by taking the following actions: Eliminating school-related fees in public schools. Increase school infrastructure, teacher availability, and school supplies. Ensure that school administrators and teachers allow children without birth certificates to attend school. Take measures to ensure the safety of children and teachers in schools. Make sure all children, no matter their ethnicity, have access to education.	2010 – 2015
	Expand existing programs to fully address child labor, especially in artisanal gold mining.	2014 – 2015
	Institute programs to address child labor in domestic work, the informal sector, fishing, forced begging, commercial sexual exploitation, slavery, and debt bondage.	2009 – 2015
	Expand and improve programs targeting children in armed conflict, including programs targeting the disarmament, demobilization, and reintegration of child soldiers.	2012 – 2015

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In 2015, Mauritania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended the Anti-Slavery Law to increase the penalties for slavery offenses and criminalize other slavery-like practices, including debt bondage. The Government also adopted the National Action Plan to Eliminate Child Labor, which aims to strengthen child labor laws and mobilize funds for social programs to withdraw children from child labor. In addition, the Government funded and participated in multiple programs that include the goal of eliminating or preventing child labor, including its worst forms. However, children in Mauritania are engaged in child labor, including in herding cattle and goats, and in the worst forms of child labor, including in indentured and hereditary slavery. Mauritania's legal framework does not prohibit hazardous occupations and activities in all relevant child labor sectors, including agriculture; it also does not prohibit children from being used, procured, or offered for the production and trafficking of drugs. Limited resources for the systematic enforcement of child labor laws impede government efforts to protect children from the worst forms of child labor. Additionally, the Government continued to imprison anti-slavery protestors.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mauritania are engaged in child labor, including in agriculture and particularly in herding cattle and goats.⁽¹⁻⁶⁾ Children are also engaged in the worst forms of child labor, including in indentured and hereditary slavery.⁽⁵⁻¹¹⁾ Table 1 provides key indicators on children's work and education in Mauritania.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	18.2 (172,936)
Attending School (%)	5-14 yrs.	48.6
Combining Work and School (%)	7-14 yrs.	10.8
Primary Completion Rate (%)		67.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.⁽¹²⁾

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2007.⁽¹³⁾

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of beans,* rice,* millet,* sorghum,* and vegetables* (2, 14-16)
	Herding and caring for cattle, goats, sheep,* and camels* (1-3, 5, 6, 11)
	Capturing and processing fish* (2, 5, 6, 14, 15, 17)
Industry	Crushing gravel* (6, 17, 18)
Services	Domestic work† (3, 5, 6, 8, 9, 11, 19)
	Working as car mechanics and painters (2, 5, 14-17, 20)
	Garbage scavenging (5, 14-17)
	Street work, including as market vendors, shoe shiners,* beggars,† and in the transportation sector* (1, 2, 5, 6, 10, 15, 17, 21, 22)

Mauritania

MODERATE ADVANCEMENT

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced begging as a result of criminal gang recruitment and by Koranic teachers (3, 5, 6, 8, 15)
	Commercial sexual exploitation sometimes as a result of human trafficking* (6, 8, 9, 14, 17)
	Use in illicit activities, including selling drugs (2, 14, 15, 23)
	Indentured and hereditary slavery (2, 5-7, 9-11)
	Forced labor in domestic work and camel jockeying, each sometimes as a result of human trafficking (1, 6, 8, 14, 18, 24)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in Mauritania continue to be exploited as slaves and endure slave-like practices in remote areas of the country. Some children are born into slavery, while others are forced to work the land and turn over what they produce to their masters in order to remain on the land.(2, 5, 7-11, 25) Some child slaves herd animals, such as cattle and goats, and perform domestic labor.(1-3, 6, 9) Some former slaves, commonly descendants of slaves from the Haratin ethnic minority, continue to endure slave-like practices, including working for their former masters in exchange for food, money, and lodging.(2, 6, 7, 9, 11, 26)

In Mauritania, it is a traditional practice to send children to Koranic teachers to receive an education. However, some Koranic teachers (*marabouts*) force their students (*talibés*) to beg on the streets for long hours and to surrender the money they have earned, or to perform manual labor.(2, 3, 5, 6, 8, 11, 18, 25)




Although the Constitution makes primary education compulsory, in practice, this provision is not enforced effectively, as many children do not attend school. The lack of school infrastructure and limited availability of teachers, especially in rural areas, impede access to education, which may increase the vulnerability of children to the worst forms of child labor.(2, 10, 27-29) Many children in Mauritania are not registered at birth. Unable to prove their citizenship, unregistered children have difficulties accessing services such as education.(8, 25, 26, 30, 31) Although birth certificates are not required for children to enroll in primary school, birth certificates are required for children to sit and take national standardized examinations to graduate. (32)

In 2015, Mauritania hosted approximately 50,100 Malian refugees.(33) Refugee children may have difficulty accessing education, which could put them at increased risk of engaging in the worst forms of child labor.(10, 33, 34) In addition, children from families of slave descent face barriers to accessing education due to societal discrimination.(2, 11, 26)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Mauritania has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 153 of the Labor Code (35)
Minimum Age for Hazardous Work	Yes	18	Article 247 of the Labor Code (35)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 2 of Law No. 1797; Article 42 of the Penal Protection Code for Children (36, 37)
Prohibition of Forced Labor	Yes		Law 052/15; Articles 1 and 3-4 of Law 025/2003; Article 1 of Law 2013-011 (38-40)
Prohibition of Child Trafficking	Yes		Articles 1 and 3 of Law 025/2003 (38)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 1 of Law 025/2003; Articles 24- 26 of the Penal Protection Code for Children (37, 38)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 7 of Law 62132/1962 (41, 42)
Compulsory Education Age	Yes	14	Article 1 of Law 2001-054 (27, 28)
Free Public Education	Yes		Article 1 of Law 2001-054 (27)

* No conscription (42)

In August 2015, the Government amended the Anti-Slavery Law to criminalize additional slavery-like practices, including debt bondage, and to increase the penalties against those convicted of slavery up to 20 years' imprisonment and a fine up to \$16,000.(9, 40, 43, 44) The amendment also called for the creation of special tribunals to prosecute crimes related to slavery and entitled victims, including children, to legal aid and free legal proceedings. In addition, the amendment allowed civil society organizations that have been legally registered for five years to file complaints on behalf of victims of slavery and slavery-like practices.(9, 40, 44)

The Labor Code allows children between ages 12 and 14 to perform light work, as long as it does not impede their school attendance or exceed two hours of work per day, and if it is authorized by the Ministry of Labor.(35) However, the Labor Code does not determine the activities in which light work may be permitted.(2, 45) Children working in unpaid, temporary, or non-contractual work do not have the same protections under the child labor laws and regulations as do children working in contractual employment.(35, 46, 47) In addition, the penalties established for violating child labor laws are insufficient and do not generally deter violations.(2, 6, 48)

While Mauritanian law prohibits the use of children in some illicit activities, such as organized begging, it does not criminally prohibit the use, procuring, or offering of a child for the production or trafficking of drugs. (23, 29) The law prohibits hazardous occupations and activities for children, but it does not cover agriculture, a sector of work in which there is evidence that children use dangerous equipment and are exposed to hazardous substances.(4, 6) In 2011, the Government, in partnership with local NGOs, UNICEF, and Terre des Hommes, drafted a law against the worst forms of child labor, which includes a more specific list of hazardous occupations for children, including prohibitions on work in agriculture; however, the Government has not enacted this legislation.(6, 49, 50)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor Office of Labor and Inspection	Receive and investigate labor complaints.(2, 51)

Mauritania

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of the Interior Special Brigade for Minors	Investigate crimes against children, including human trafficking, and monitor religious schools, or mahadras, to ensure that children are not forced to beg on behalf of their teachers. Operates in Nouakchott.(2, 52, 53)
National Police	Investigate crimes against children.(53)
Ministry of Social Affairs, Childhood, and the Family (MASEF) Office of Childhood	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor. Manages the Centers for the Protection and Social Integration of Children in Difficult Situations.(2, 8, 51)
Ministry of Justice Direction of the Judiciary for Protection of Children	Coordinate child protection issues and oversee the Special Brigade for Minors and tribunals that sentence child offenders.(2, 53)
National Commission for Human Rights and Humanitarian Action	Advocate for the eradication of slavery and receive complaints and conduct investigations on human rights violations, including the worst forms of child labor.(10, 31, 54)
National Agency for the Fight against the Vestiges of Slavery, Integration, and the Fight against Poverty (Tadamoun)	Develop and implement programs to tackle poverty, promote the integration of refugees, and rehabilitate former slaves.(7, 31, 55) File complaints on behalf of citizens who accuse their employers of practicing slavery and bring cases of alleged slavery to the authorities for investigation.(8, 31, 54)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Mauritania took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$33,300 (18, 32)	\$33,300 (6, 56)
Number of Labor Inspectors	72 (57)	67 (6, 32)
Inspectorate Authorized to Assess Penalties	No (18)	No (6, 56)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (48)	Yes (48)
■ Training on New Laws Related to Child Labor	N/A (6)	N/A (6)
■ Refresher Courses Provided	Yes (18)	Yes (48)
Number of Labor Inspections	Unknown (18)	Unknown (48)
■ Number Conducted at Worksite	Unknown (18)	Unknown (48)
■ Number Conducted by Desk Reviews	Unknown (18)	Unknown (48)
Number of Child Labor Violations Found	Unknown (18)	Unknown (48)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (18)	Unknown (48)
■ Number of Penalties Imposed That Were Collected	Unknown (18)	Unknown (48)
Routine Inspections Conducted	No (6)	No (6)
■ Routine Inspections Targeted	No (6)	No (6)
Unannounced Inspections Permitted	Yes (48)	Yes (48)
Unannounced Inspections Conducted	Yes (48)	Yes (48)
Complaint Mechanism Exists	Yes (32)	Yes (32)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (18, 32)	Yes (6, 32)

During the reporting period, the Government budgeted \$582,000 to the Office of Childhood at the Ministry of Social Affairs, Childhood, and the Family to support activities to end child labor. However, the Government considers this amount inadequate and no specific amount was allotted to conduct inspections.(6) In 2015, the Ministry of Labor employed 47 full-time labor inspectors and 20 full-time labor controllers. However, labor inspectors and labor controllers conduct inspections only when complaints are lodged to the Ministry of Labor.(6, 58)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Mauritania took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (48)	Yes (48)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A (48)	No (6)
■ Refresher Courses Provided	Unknown (48)	Yes (48)
Number of Investigations	4,167 (6)	4,200 (32)
Number of Violations Found	Unknown (48)	Unknown (6)
Number of Prosecutions Initiated	Unknown (48)	Unknown (48)
Number of Convictions	Unknown (48)	Unknown (48)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (18)	Yes (48)

In 2015, the Special Brigade for Minors employed 10 officers and investigated 600 cases.(6, 18) However, research could not determine how many of the cases involved child labor.(6) In addition, the Special Brigade for Minors referred 373 children who were victims of exploitation, violence, or neglect to social welfare services. The Special Brigade for Minors also referred 1,100 children for monitoring.(43) However, police generally lacked resources, which stymied investigation of cases, including those involving the worst forms of child labor.(43, 59, 60)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Child Trafficking, Smuggling, and Labor Group	Coordinate child labor and child trafficking efforts. Comprised of MASEF Office of Childhood; Ministry of Interior; Ministry of Justice Direction of Child Judiciary Protection; and the National Commission for Human Rights and Humanitarian Action. Also includes international organizations and NGOs.(51, 61)
National Council for Children	Coordinate and monitor government efforts on child protection and development.(49) Chaired by the Office of the Prime Minister and comprised of officials from MASEF and the Ministries of Education, Health, Justice, and Social Security. Also includes nongovernmental stakeholders such as international organizations, NGOs, and social partners.(62)

The Child Trafficking, Smuggling, and Labor Group and the National Council for Children were inactive during the reporting period and did not receive any funding.(48, 49, 63)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mauritania has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Eliminate Child Labor (2015–2020)†	Aims to eliminate the worst forms of child labor by strengthening child labor laws, training relevant government officials on combating the worst forms of child labor, implementing awareness-raising campaigns, and mobilizing funds for social programs to withdraw children from child labor.(5, 6)
National Plan to Combat the Vestiges of Slavery (2014–2017)	Aims to prevent slavery through improvements in education, health, and by providing victims with income-generating activities. Falls under the direction of the National Agency for the Fight against the Vestiges of Slavery, Integration, and the Fight against Poverty (Tadamoun).(32, 64, 65)
Roadmap for the Eradication of the Vestiges of Slavery (2014–2016)	Calls for an awareness-raising campaign on slavery, the revision of slavery laws and policies, the implementation of programs that provide former slaves with access to education and livelihood opportunities, and provide assistance to former slaves who wish to return to their home countries. (66–68) Based on 29 of 42 recommendations made by the UN's Special Rapporteur on contemporary forms of slavery after an official mission to Mauritania.(64–67)
Strategic Framework to Fight Poverty (2011–2015)	Sought to eliminate the worst forms of child labor, provide quality education to vulnerable children, and protect the rights of children.(69)
Poverty Reduction Strategy Paper II (2011–2015)	Sought to eliminate child labor and included plans to increase access to high-quality education for all children.(18, 70, 71)

Mauritania

MODERATE ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
United Nations Development Assistance Framework (2012–2016)	Promotes improved access to education for vulnerable children and aims to build the capacity of the Government to address child labor. Overseen by the Ministry of Economic Affairs and Development.(72)
National Program for the Development of the Education Sector II (PNDSE II) (2011–2020)*	Aims to improve the quality of, and access to, basic and secondary education and increase employment opportunities through technology and skills training for school dropouts and youth without formal education. Overseen by the Ministry of Economic Affairs and Development and supported by international donors.(73, 74)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the Government drafted a National Action Plan to Combat Trafficking in Persons; however, it had not been approved by the end of the reporting period.(48, 75, 76). In addition, the Government's continued imprisonment of anti-slavery protestors limits its ability to address this issue comprehensively.(18, 43, 77-79)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Mauritania funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Program to Eradicate the Effects of Slavery†	Government program that supports the reintegration and rehabilitation of former slaves.(80) In 2015, constructed and equipped 20 new schools in low-income rural areas.(81)
Centers for the Protection and Social Integration of Children in Difficult Situations†	Government program that provides food, shelter, education, and vocational training to vulnerable children, many of whom are talibés. Comprises seven government-operated locations in Aleg, Kaedi, Kiffa, Nouadhibou, Rosso, and in the El Mina and Dar-Naim regions of Nouakchott.(18, 43, 51) In 2015, served 373 children and monitored approximately 1,100 children.(43, 48)
Protection of Mauritanian Children Against Violence, Exploitation, Discrimination, Abuse, and Neglect (2014–2016)	\$1.9 million EU- and UNICEF-funded program, in partnership with MASEF, to combat child exploitation, including the worst forms of child labor. Operates in the regional provinces of Adrar, Assaba, Brakna, Gorgol, Guidimagha, Hodh Charghui, Hodh Gharbi, Nouadhibou, and Nouakchott.(5, 65, 82) In 2015, provided social and reintegration services to more than 12,374 children and protected 17,836 girls from female genital mutilation.(43, 48)
From Protocol to Practice: A Bridge to Global Action on Forced Labor (2015–2019)*	USDOL-funded global project implemented by the ILO to support global and national efforts aimed at combating forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to C.29 on Forced Labor.(83) List of project activities to be finalized in 2016.(83)
Child Protection Training Center†	Government program that provides training on child protection, including child labor, to local organizations in Selibaby.(61)
UNODC Impact Program	EU-funded program that aims to assist West and North African states implement the Migrant Smuggling Protocol by strengthening criminal justice systems through improved legislative frameworks, stronger government capacity, improved data collection and analysis techniques, and awareness raising.(84, 85)
Poverty Reduction Project	\$38.4 million UN International Fund for Agricultural Development-funded project in Aftout South and Karakoro. (86) Targets 21,000 households and aims to assist rural communities through the provision of loans and grants to improve livelihoods, economic opportunities, and food security.(87)
Refugee Assistance Programs†	MASEF Office of Childhood programs that raise awareness among NGOs operating in the M'Bera refugee camp on ways to address child exploitation.(48, 88)
Education Priority Zones*†	Government program that combats social inequalities by providing equal opportunities to all primary school children throughout the country. Managed by the Ministry of National Education.(5, 89)
Access to Justice and Human Rights Program*	USDOS- and USAID-funded program implemented by the American Bar Association's Rule of Law Initiative and Search for Common Ground organization to promote the social and political rights of marginalized groups, including for former and current victims of slavery, and to expand the public and political participation of those groups. (90)

* Program was launched during the reporting period.

† Program is funded by the Government of Mauritania.

Although Mauritania has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, especially in agriculture, herding, and domestic work, as well as for children in hereditary and indentured slavery.(6, 61) Moreover, as recently as August 2015, some government officials did not acknowledge that slavery continues, despite its prohibition.(43, 79, 91) In addition, the lack of recent data on slavery limits the Government's ability to develop effective policies to address this issue comprehensively. More needs to be done to address the problem of slavery in Mauritania, particularly by increasing social programs for former slaves and carrying out a campaign to raise awareness of the national laws on slavery.(11, 54)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mauritania (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit children from being used, procured, or offered for the production and trafficking of drugs.	2009–2015
	Ensure that the law's light work provisions are specific enough to prevent children from being involved in child labor.	2015
	Ensure that the law's minimum age provisions and protections apply to children in unpaid, temporary, or non-contractual work.	2012–2015
	Ensure that penalties are high enough to deter violators of child labor laws.	2015
	Ensure that the types of work that children perform in Mauritania that fall into an R.190 category are prohibited to children under age 18.	2009–2015
Enforcement	Increase resources for law enforcement officials and the number of labor inspectors responsible for enforcing laws related to child labor, in order to provide adequate coverage of the workforce.	2010–2015
	Authorize the inspectorate to assess penalties.	2015
	Strengthen the inspection system by initiating routine and targeted inspections, rather than performing inspections solely based on complaints received.	2014–2015
	Ensure that criminal law enforcement officials receive training on new laws related to the worst forms of child labor.	2015
	Collect and make public information on the number of labor inspections; the number of child labor law violations, citations, and penalties assessed; and the number of criminal prosecutions and convictions related to the worst forms of child labor.	2011–2015
	Effectively enforce legal provisions for compulsory education.	2010–2015
Coordination	Ensure that the Child Trafficking, Smuggling, and Labor Group and the National Council for Children are active and receive adequate funding to fulfill their missions.	2014–2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Strategy for the Protection of Children and the National Program for the Development of the Education II.	2009–2015
	Approve the National Action Plan to Combat Trafficking in Persons.	2015
	Take steps to ensure anti-slavery protestors' rights of freedom of expression and peaceful assembly.	2011–2015
Social Programs	Increase access to education by— <ul style="list-style-type: none"> ■ Increasing school infrastructure and teacher availability, especially in rural areas; ■ Ensuring that school administrators and teachers allow children without birth certificates to attend school and sit and take national standardized examinations to graduate; and ■ Making sure that all children, including those from families of slave descent and refugees, have access to education. 	2011–2015
	Expand the scope of programs to address the worst forms of child labor, including in agriculture, herding, domestic work, and other sectors in which children work, as well as the issue of children in hereditary and indentured slavery.	2009–2015
	Implement a continuous, awareness-raising program for government officials on the laws related to slavery and the worst forms of child labor.	2012–2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Collect data on slavery to develop effective policies and programs that identify and protect children at risk.	2010–2015
	Increase funding for social programs that provide services to former slaves.	2015

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Mauritania

MODERATE ADVANCEMENT

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In 2015, Mauritius made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government announced a new plan for poverty alleviation, hired additional labor inspectors, and increased funding for several programs to combat child labor and assist vulnerable households. However, children in Mauritius are engaged in the worst forms of child labor, including in commercial sexual exploitation. Limited resources for the systematic enforcement of criminal child labor laws impede government efforts to protect children from the worst forms of child labor. In addition, poor coordination continues to hinder the Government's efforts to combat child labor, including its worst forms.

Agalega Islands, Cargados Carajos Shoals, and Rodrigues are not shown.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mauritius are engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-4) Table 1 provides key indicators on children's work and education in Mauritius. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		97.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(5)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Producing* and harvesting* vegetables* (3, 4, 7-9)
	Feeding livestock* (9)
	Fishing,* including diving,* and casting nets* and traps* (3, 7, 10)
Industry	Working in factories* and masonry* (3, 7)
Services	Domestic work (3, 4, 7)
	Working in apparel shops* (7)
	Street work, including vending,* begging,* and carrying* goods in public markets (4, 7, 8)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking* (1-4, 8, 11)
	Use in illicit activities, including selling drugs* (3, 7)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Mauritius

MODERATE ADVANCEMENT




Children in Mauritius are lured into commercial sexual exploitation by their peers, family members, or through false offers of other employment; however, the Ministry of Labor, Industrial Relations, Employment, and Training (MOLIRE) states that there is no child labor in the formal sector.(2, 3) Mauritius has never conducted a national child labor survey, and therefore information is limited about the prevalence of child labor in the country.(12)

Evidence suggests that incidents of physical and psychological abuse, including corporal punishment of students by teachers, prevent some children from attending school, which increases their risk of becoming victims of commercial sexual exploitation.(4, 11, 13-15) Because of discrimination, children with disabilities face serious barriers to access education.(4, 15, 16)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Mauritius has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Section 6 of the Employment Rights Act (17)
Minimum Age for Hazardous Work	Yes	18	Section 12 of the Employment Rights Act (17)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 8 of the Occupational Safety and Health Act (18)
Prohibition of Forced Labor	Yes		Article 6 of the Constitution; Article 2 of the Combating Trafficking in Persons Act (19, 20)
Prohibition of Child Trafficking	Yes		Article 11 of the Combating Trafficking in Persons Act; Article 13A of the Child Protection Act (20, 21)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 14 of the Child Protection Act; Article 253 of the Criminal Code (21, 22)
Prohibition of Using Children in Illicit Activities	Yes		Articles 30.1b–e, 38a, 41.1f, and 41.2 of the Dangerous Drugs Act (23)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	16	Article 37.2 of the Education Act (24)
Free Public Education	Yes		Article 35 of the Education Act (24)

* No conscription (25)

† No standing military (25)

The Government of Mauritius continues to work on a comprehensive bill designed to harmonize the existing legal framework related to children's rights and ensure that it is consistent with the CEACR.(4, 26-28) Research, however, was unable to determine the timeline of its introduction to the National Assembly for consideration.(3)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Inspection and Enforcement Division of the Ministry of Labor, Industrial Relations, Employment, and Training (MOLIRE)	Enforce all labor laws, including those related to child labor.(29, 30)
Office of the Ombudsperson for Children	Investigate any suspected or reported case of child labor or violation of a child's rights. Promote compliance with the CRC.(11, 31)
Police Brigade for the Protection of Minors (Minors' Brigade)	Investigate reports of child or forced labor, sometimes in conjunction with routine police patrols.(1, 11, 28) Patrol arcades, bus terminals, and other areas in which youth are vulnerable to commercial sexual exploitation.(1, 29) Maintain a database of all trafficking incidents of children and refer all cases of commercial sexual exploitation to the Child Development Unit (CDU).(26)
Ministry of Gender Equality, Child Development and Family Welfare (MOGE) Child Development Unit (CDU)	Enforce legislation related to children and implement policies and programs related to child development.(11, 28, 32) Receive tips on all forms of child abuse, including commercial sexual exploitation and child trafficking.(2, 29) Provide follow-up assistance to victims.(1, 11) Assign child welfare officers to accompany victims while they receive immediate medical care, and work in conjunction with the police if an official statement is needed.(2) Develop a central database and standard operating procedures for sharing information and taking action to address child labor.(26, 33)

In 2015, the Child Development Unit of the Ministry of Gender Equality, Child Development and Family Welfare (MOGE) carried out three awareness campaigns on children's rights and how to safeguard them and formed a committee to investigate complaints of poor conditions in residential care centers.(3) The Office of the Ombudsperson for Children appointed a new ombudsperson experienced in working with vulnerable children and advocating for children's rights.(3, 34)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Mauritius took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$885,000 (3)	\$1.1 million (3)
Number of Labor Inspectors	45 (9)	55 (3)
Inspectorate Authorized to Assess Penalties	Unknown	No (3)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (3)
■ Training on New Laws Related to Child Labor	Unknown	Yes (3)
■ Refresher Courses Provided	Unknown	Yes (3)
Number of Labor Inspections	860 (9, 34)	479‡ (3)
■ Number Conducted at Worksites	Unknown	479‡ (3)
■ Number Conducted by Desk Reviews	Unknown	0
Number of Child Labor Violations Found	1 (9)	2 (3, 12)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	0 (3)
■ Number of Penalties Imposed That Were Collected	Unknown	N/A
Routine Inspections Conducted	Unknown	Yes (3)
■ Routine Inspections Targeted	Unknown	No (3)
Unannounced Inspections Permitted	Unknown	Yes (3)
Unannounced Inspections Conducted	Unknown	Yes (3)
Complaint Mechanism Exists	Unknown	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9)	Yes (3)

‡ Data are from January 1, 2015, to October 31, 2015.(34)

Mauritius

MODERATE ADVANCEMENT

Although the MOLIRE works with the CDU and the Minors' Brigade to refer victims to social service providers, research indicates that the MOLIRE does not coordinate with the Ministry of Education to ensure that victims have access to education.(3, 9, 35) During the reporting period, the police initiated investigations into two cases of child labor related to violations of the labor code, which are still ongoing.(35)

Criminal Law Enforcement

Research found no information on whether criminal law enforcement agencies in Mauritius took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (9)	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (9)	Unknown
■ Refresher Courses Provided	Unknown (9)	Unknown
Number of Investigations	Unknown (9)	Unknown
Number of Violations Found	Unknown (9)	Unknown
Number of Prosecutions Initiated	Unknown (9)	Unknown
Number of Convictions	Unknown (9)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (11, 28)	Yes (3)

The Minors' Brigade, in cooperation with the CDU, manages the "119" and "113" hotlines to receive complaints about situations requiring child protection; however, it is not known how many cases of child labor were identified as a result of calls made to these hotlines.(11, 28)

Research revealed that criminal law enforcement agencies lacked staff, transportation, and other necessities to properly enforce criminal laws related to the worst forms of child labor.(2, 26, 36)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Child Protection Committee (NCPC)	Coordinate, monitor, and evaluate activities on children's rights and welfare, including efforts to combat the worst forms of child labor. Chaired by MOGE and comprising representatives from more than 10 government Ministries.(11) Also known as the Working Together Committee and includes a subcommittee that coordinates efforts to combat commercial sexual exploitation.(33, 37).
National Children's Council (NCC)	Serve as the executive of child protection programs and focuses on child protection issues in the country as an independent, paragonovernmental entity under the auspices of MOGE.(1, 11)

In 2015, a lack of coordination hindered the Government's efforts to address child labor and significant overlap continues to exist among the committees involved in child protection issues.(3, 11) The roles of the National Child Protection Committee (NCPC) and the National Children's Council (NCC) are unclear in coordinating efforts to combat the worst forms of child labor.(11) In November 2015, the NCC participated in a month-long awareness-raising campaign on children's rights in honor of Universal Children's Day.(3) The NCPC met once during the reporting period.(12)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mauritius has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Child Safety Online Action Plan	Prevents sexual exploitation of children on the Internet by strengthening the legal framework and raising awareness among parents and children.(38) Falls under the direction of the Ministry of Information and Communication Technology, and implemented in conjunction with other government agencies, including MOGE; the Minors' Brigade; the Office of the Ombudsperson for Children; and the Ministry of Education, Culture and Human Resources.(11, 29) In 2015, as part of the Plan, the National Computer Board carried out several awareness-raising campaigns related to Internet safety for children, students, parents, and educators.(3)
National Policy Paper on the Family (2006–2015)*	Supports child welfare through holistic support for families, including job training for parents; led by MOGE.(11, 39)
Education and Human Resources Strategy Plan (2008–2020)*	Aims to improve equity of access to primary, secondary, and technical and vocational education, and to provide social services for youth. Overseen by the Ministry of Education, Culture and Human Resources.(40, 41)
UNDP Country Program for Mauritius (2013–2016)*	Improves access to education for vulnerable children by reducing inequality.(42)
Government Development Program—Achieving Meaningful Change (2015–2019)*†	Describes the overall development agenda. Aims to increase access to social protection services for vulnerable populations, including children.(27, 43, 44)
Marshall Plan Against Poverty for Mauritius*†	Ministry of Social Integration and Economic Empowerment policy addresses access to education, community development, and employment for vulnerable groups.(33) Receives technical assistance from UNDP.(3)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Mauritius funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Awareness-raising Programs in Schools, Community Centers, and in the Media on Commercial Sexual Exploitation†	Government program to educate the public on preventing sexual abuse and commercial sexual exploitation of children.(1, 2, 37) During 2015, educated 1,952 students on commercial sexual exploitation of children.(28)
Workshops on Commercial Sexual Exploitation†	Government workshops that aim to raise awareness of commercial sexual exploitation of vulnerable groups.(1)
Drop-in Centers†	Government program that provides counseling and referrals to victims of sexual abuse, including commercial sexual exploitation and human trafficking. Monitored by the CDU.(26, 28, 30)
Shelters and Institutional Care†	Government program that provides shelter and institutional care to victims who are referred to Government or NGO shelters. Through residential care centers, serve victims of child abuse, including victims of sexual abuse and prostitution.(3, 11, 28) In 2015, operated 21 shelters and served 567 children.(1, 28, 30)
Community Child Protection Program†	Government program that provides child protection services to at-risk youth in nine districts.(28)
Income Support Program†	Ministry of Social Security, National Solidarity and Reform Institutions program that provides money directly to 8,000 vulnerable families living below the Poverty Intervention Line.(32, 33)
Special Collaborative Program for Support to Women and Children in Distress†	MOGE program that provides funding to NGOs to implement programs to improve the lives of vulnerable women and children and reintegrate them into mainstream society.(34) Received \$1.2 million from the Government from January 2015 to June 2016, a significant increase from the \$484,000 received from January to December 2014.(34, 35)
Social Aid Program†	Government program that provides assistance to 20,000 families.(11, 32)
Eradication of Absolute Poverty Program†	Government program that aims to increase poor children's access to education by expanding free public school education and providing school feeding support to more than 7,500 households in 229 geographic pockets of poverty.(41)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Education Priority Zones (ZEP)†	Government program that combats social inequalities by providing equal opportunities to all primary school children throughout the country. Has been shown to reduce school dropout rates through enhanced community participation in education.(11, 41) In 2015, received Government funding for low-performing schools.(3)
Child Mentoring Scheme†	Government program that provides one-on-one counseling to at-risk children through a government-selected mentor.(37, 45)
Summer and Winter School Program†	Government program that provides summer and winter schooling to enhance the successful transition of students from primary to secondary school.(29, 37)
Second Chance Program†	Government program to educate and provide vocational training and life skills to those who dropped out after age 16.(37)

† Program is funded by the Government of Mauritius.

The Government's institutional care facilities, which house orphans, victims of commercial sexual exploitation, and victims of other types of abuses, are overcrowded and lack appropriate standards of care, leading to inadequate service provision.(1, 3, 35) Service providers are overtaxed and lack appropriate training.(3) Child victims of commercial sexual exploitation are sometimes placed by court order into probation centers, where they may not receive appropriate treatment.(1)

In addition, the Government of Mauritius does not fund or participate in programs to address child labor in domestic work or street work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mauritius (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the labor inspectorate by authorizing inspectors to assess penalties and conduct targeted routine inspections.	2015
	Establish a mechanism to log all calls to the child protection hotline and track cases of child labor for referral to law enforcement or social service providers.	2014 – 2015
	Increase the amount of training, human resources, and funding for agencies responsible for enforcing laws related to child labor.	2011 – 2015
Coordination	Streamline coordination across agencies and encourage effective coordination between the NCCP and the NCC.	2012 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2010 – 2015
	Adopt a policy that addresses the worst forms of child labor, such as commercial sexual exploitation.	2014 – 2015
Social Programs	Conduct research to determine the prevalence of child labor in Mauritius to inform policies and programs.	2013 – 2015
	Ensure that all children, including those with disabilities, can attend school without fear of physical or psychological abuse.	2014 – 2015
	Ensure that victims of commercial sexual exploitation have access to comprehensive, quality services and refrain from placing victims in facilities designed for youth on probation.	2010 – 2015
	Expand the scope of programs to address the worst forms of child labor, including in domestic work and street work.	2014 – 2015

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- the last grade of primary education, regardless of age, expressed as a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades. For more information, please see the “Children’s Work and Education Statistics: Sources and Definitions” section of this report.
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Moldova

MODERATE ADVANCEMENT

In 2015, Moldova made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted Law No.166, which expands the Ombudsman for Children's Rights to include the right to appeal to the Constitutional Court, attend parliamentary hearings, and contest any legislative proposals that would infringe upon the rights of children. The Government also adopted the Action Plan for 2015–2016, which includes actions to address child labor issues. However, children in Moldova are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Funding for the State Labor Inspectorate was not sufficient, and the inspectorate's efforts to enforce child labor laws were hindered by barriers to conducting unannounced inspections. While the Government provides some financial support to programs addressing child labor, including human trafficking, most major child labor programs have been donor funded. These programs do not appear to be sustainable without outside financial assistance.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Moldova are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor in commercial sexual exploitation sometimes as a result of human trafficking.(1-4) Each year, the Government's National Bureau of Statistics provides data on children and youth in Moldova. In previous years, the report featured information on child labor; however, the 2014 report, released in 2015, did not.(2, 5) According to the 2013 report, which includes the latest data on child labor available, 6,100 children between ages 15 and 17 (4.6 percent of the total number of children) worked.(2, 6) Table 1 provides key indicators on children's work and education in Moldova.

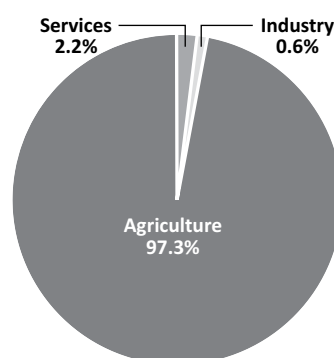
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	24.3 (102,105)
Attending School (%)	5-14 yrs.	92.1
Combining Work and School (%)	7-14 yrs.	29.0
Primary Completion Rate (%)		93.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labour Force Survey-Child Labour Survey, 2009.(8)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including growing crops* and raising farm animals* (2, 3, 9-11)
Industry	Construction,* activities unknown (2, 9)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Street work,* including begging (3, 11)
	Domestic work* (11)
	Wholesale and retail trade,* activities unknown (9, 10)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* and forced begging,* each sometimes as a result of human trafficking* (1-4, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Poor official statistics, along with the lack of research on child labor and related issues, lead to limited available information on the types of work children perform and the sectors in which they work.(2, 4, 12)

Child trafficking, particularly of children suffering from familial neglect, continues to be a concern in Moldova.(4, 13, 14) Both boys and girls are recruited for commercial sexual exploitation almost exclusively by men within the country through brothels, saunas, and massage parlors. Girls are also trafficked for commercial sexual exploitation transnationally.(3, 4, 15) A source indicates that changes in the recruit minors have led to younger children being recruited for use in commercial sexual exploitation. In previous years, traffickers usually did not recruit children for prostitution, and, if recruited, these minors ranged between ages 15 and 16.(4) However, in 2014 and 2015, the ages of these children, especially girls, who endure commercial sexual exploitation through prostitution, sex video chats, and massage parlors, ranged from age 13 to age 15.(4) Moldova is also a destination for sex tourism of children for tourists from various countries, including Australia, Denmark, Germany, Israel, Italy, Norway, Sweden, Thailand, and the United States.(3, 4, 12) Vulnerable children from the secessionist region of Transnistria were at an increased risk of being trafficked through Ukraine's Odessa Region.(4)

The latest national study on children in need and children whose parents work abroad, conducted in 2012, reveals that 105,270 (approximately 15 percent) of children have one or both parents working abroad.(16) Children left behind by migrant parents may be particularly vulnerable to child labor and human trafficking, especially those who are institutionalized in orphanages or boarding schools. Children with disabilities account for more than 50 percent of children living in these residential institutions.(3, 4, 10, 11, 17, 18) Government authorities and NGOs report that sex tourists continue to target orphanages by posing as school benefactors and bribing orphanage administration officials to obtain unsupervised access to children, sometimes even taking the children to rented apartments overnight.(3)




Although the Education Code provides for free and compulsory education until age 18, parents are sometimes asked to pay informal fees for supplies and textbooks. Education-related costs, lack of transportation to school and birth registration documentation, and the negative attitudes and physical violence of school officials and fellow students toward some Roma children make it challenging for some children to access education.(4, 10, 11, 18-21)

Government policies entitle children with disabilities to government provided home schooling, but those living in rural areas have limited access to this service. Due to their concerns about facing discrimination, many parents of children with disabilities declined home schooling for their children.(3, 10, 18) According to a recent UNICEF study, 5,800 children with disabilities did not attend school in 2013. Schools often lack adequate resources to address the needs of these children.(3) Children with disabilities living in Transnistria rarely attend school and are often unable to access specialized resources.(3, 22) Due to their limited access to educational opportunities, children with disabilities may be vulnerable to child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Moldova has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 46 of the Labor Code of the Republic of Moldova (23)
Minimum Age for Hazardous Work	Yes	18	Article 255 of the Labor Code of the Republic of Moldova (23)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Government Decision No. 541 List of Jobs with Difficult, Harmful and/or Dangerous Working Conditions Prohibited for Children Under Age 18; the Collective Convention on Elimination of Worst Forms of Child Labor; Articles 103, 105, and 255–256 of the Labor Code; Article 58 of the Contravention Code of the Republic of Moldova (23–26)
Prohibition of Forced Labor	Yes		Article 44 of the Constitution of the Republic of Moldova; Article 6 of the Law on Children's Rights; Article 168 of the Criminal Code; Article 7 of the Labor Code; the Collective Convention on Elimination of Worst Forms of Child Labor (23, 24, 27–29)
Prohibition of Child Trafficking	Yes		Article 206 of the Criminal Code of the Republic of Moldova; Articles 2, and 25–29 of the Law on Preventing and Combating Trafficking in Human Beings; the Collective Convention on Elimination of Worst Forms of Child Labor (24, 28, 30)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 206 and 208 of the Criminal Code of the Republic of Moldova; Article 6 of the Law on Children's Rights; the Collective Convention on Elimination of Worst Forms of Child Labor (24, 28, 29)
Prohibition of Using Children in Illicit Activities	Yes		Article 208 of the Criminal Code of the Republic of Moldova; the Collective Convention on Elimination of Worst Forms of Child Labor (24, 28, 31)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 28 of Law No. 1245-XV on the Preparation of Citizens for Homeland Defense (32, 33)
Minimum Age for Voluntary Military Service	Yes	18	Article 12 of Law No. 162-XVI on the Status of Military Personnel (32, 34)
Compulsory Education Age	Yes	18	Article 13 of the Education Code (35)
Free Public Education	Yes		Article 9 of the Education Code (35)

In 2015, the Parliament of Moldova adopted Law No. 166, which amended the law on the People's Advocate (Ombudsman). The power of the Ombudsman for Children's Rights has been expanded to include the right to appeal to the Constitutional Court, attend parliamentary hearings, and contest any legislative proposals that would infringe upon the rights of children.(2, 4)

Also during the reporting period, the Government adopted minimum standards for assistance provided to human trafficking victims through Government Decree 898.(4)

During the reporting period, the Ministry of Labor, Social Protection, and Family (MLSPF) drafted a law to improve the implementation and enforcement of Law No. 140 on the Special Protection of Children at Risk and Children Separated from their Parents. Law No. 140 outlines procedures for interagency cooperation on the identification, evaluation, assistance, monitoring, and registering of vulnerable children, including victims of exploitation and human trafficking.(2) The draft proposes an updated version of Article 65 of the Contravention Code, with two new components. One component sets penalties for breaching the provisions of the law.(2) The second component sets penalties for the employees of the central and local authorities, or their subsidiary structures, institutions, and services providers that are operating in social services, education, health care, and law enforcement, for failure to ensure compliance with the deadlines, and the procedures laid out in the interagency cooperation mechanism. The draft is pending approval by authorities.(2)

In accordance with Article 46 of the Labor Code, the minimum age for employment in Moldova is 16. One exception to this requirement allows 15-year-olds to sign a work contract if the work will not endanger the minor's health or interfere with the child's growth, education, and professional development.(2) A parent or legal guardian must also provide written consent.(2) In addition, the law's minimum age protections do not apply to children who are self-employed or working outside formal employment relationships.(23)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Labor Inspectorate (SLI) Within the Ministry of Labor, Social Protection, and Family (MLSPF)	Enforce all labor laws, including child labor laws. Investigate cases of possible labor law violations, including those pertaining to children.(16, 36) Manage the National Referral System (NRS), which has been implemented in all of Moldova's regions; each regional coordinator coordinates directly with law enforcement, NGOs, and schools, and lead victim rehabilitation efforts.(4)
Multidisciplinary Teams	Act on a local level to identify children involved in the worst forms of child labor, provide better alternatives to child laborers, continue to monitor the living conditions of identified children, and use the collected information for policy development(16, 36, 37)
Ministry of Internal Affairs (MOIA)	Enforce criminal laws against child trafficking and sexual exploitation. Assign officers dedicated to child protection and child labor.(16)
The Center for Combating Trafficking in Persons (CCTIP), subdivision of MOIA	Lead criminal investigations and arrest the perpetrators involved in trafficking of persons, including trafficking of children for both labor and sexual exploitation. In 2015, CCTIP and the SLI jointly organized a training on increasing awareness on human trafficking for the purposes of labor exploitation and forced labor for 27 inspectors.(2, 4, 38) In 2015, the Prosecutor General's Office (PGO) assigned seven litigating prosecutors and one administrative prosecutor to CCTIP, marking an increase of this unit's size by two, so that they can focus only on investigating and prosecuting cases of trafficking in persons. Changes to CCTIP's leadership during the reporting period led to a 6-month delay between when the former director, Ana Revenco, left and the new director, Sergiu Nani, came on board. (4) Upon assuming the role, Nani began implementing a new case intake policy that focused more on the number of investigations of less serious crimes that had previously been outsourced to local precincts, instead of continuing to use the effective policy that Revenco institutionalized during her tenure that dedicated resources to investigate child trafficking allegations and complex cases involving illegal migration and pimping rings instead. This delay and change in approach negatively affected the center's ability to cooperate with some members of civil society and its international partners, in part because this shift to the new case-intake policy was seen by some external stakeholders as an effort to increase CCTIP's enforcement statistics, at the expense of more in-depth and complex cases.(4)
Service for Information and Security	Enforce criminal laws against child trafficking and sexual exploitation through cooperation and exchanging information with CCTIP.(16)
The Prosecutor General's Office	Conduct and oversee criminal investigations of cases, including the worst forms of child labor exploitation; prosecute cases of worst forms of child labor in court and at the Supreme Court of Justice; and represent the rights of child victims in cases when their civil rights are violated.(39) Employ seven prosecutors to deal with trafficking in persons cases, as well as trafficking of children cases.(36) Composed of 36 prosecutorial offices throughout the country, which have prosecutors specialized in the handling of child trafficking cases.(16, 39)
The National Council for the Protection of Child Rights	Government institution typically chaired by a Deputy Prime Minister. The Council met only once in 2015.(2)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
People's Advocate (Ombudsman)	Promote the UN CRC and defend the constitutional rights of children. Request cooperation from public authorities, and public institutions, on child protection issues.(16)
Ministry of Justice (MOJ)	Enforce criminal laws against child trafficking and sexual exploitation.(16) Draft, consult, and propose all processes related to legislation for the Government's approval before they enter in force.(39)
Center for Combating Cyber Crime	This center has a specialized unit that focuses on combating child pornography. USDOS has donated specialized equipment, valued at \$100,000, to this center and conducts training on a continual basis for 12 police officers on criminal investigations of cybercrimes involving children, including online recruitment and child pornography.(4)
Ministry of Information Technology	Assist with the identification of victims of trafficking in persons and provide foreign victims with residence permits and identity cards.(4)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Moldova took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$776,000 (36)	\$560,000 (2)
Number of Labor Inspectors	109 (40)	109 (2)
Number of Child Labor Dedicated Inspectors	2 (37)	2 (37, 40)
Inspectorate Authorized to Assess Penalties	No (36)	No (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (36)	Yes (2)
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (36)	Yes (2)
Number of Labor Inspections	6,190† (36, 37)	6,933† (2, 40)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	17‡ (36, 40)	10† (2)
Number of Child Labor Violations for Which Penalties Were Imposed	5 (36)	7 (2)
■ Number of Penalties Imposed That Were Collected	Unknown (36)	Unknown
Routine Inspections Conducted	Yes (36)	Yes (2)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (36)	Yes (2)
Unannounced Inspections Conducted	No (36)	Yes (2)
Complaint Mechanism Exists	Yes (36)	Yes (2)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2, 40)	Yes (2)

† Data are from January 2015 to November 2015.

‡ Data are from January 2014 to November 2014.

Twenty-two State Labor Inspectorate (SLI) inspectors work in the central office, while the remaining 87 are posted in 10 regional branches. In 2015, SLI allocated \$110,000 of its total budget for necessities to carry out inspections, out of which \$36,000 was approved for fuel.(2) The MLSPF noted that the number of inspectors and amount of SLI funding were not sufficient.(2, 37)

Since 2007, the SLI has trained all national and regional labor inspectors on the curriculum for combating child labor, developed with the support of the ILO-IPEC.(2, 37) During the reporting period, the SLI inspectors attended numerous trainings and seminars. For example, in March, SLI collaborated with the Center for Combating Trafficking in Persons to train 27 inspectors on human trafficking for purposes of labor exploitation, and, in October, inspectors attended continuing education seminars on best practices to comply with labor laws and assessing risk in construction, transport, and agriculture.(2)

SLI inspects enterprises, institutions, and organizations that hire employees, no matter their type or legal form. From January to October 2015, SLI conducted 14 inspections specific to child labor, which involved 32 working minors.(2) These children worked in the following industries: 18 in agriculture, 7 in food processing, 4 in construction, 2 in trade, and 1 in car washing.(2)

The MLSPF acknowledges its inspections are less effective because, except in a limited number of circumstances, the SLI must give five days of notice prior to the inspection, which enables managers to conceal violations beforehand.(2) In addition, the Government's existing mechanism for filing and responding to child labor complaints is generally regarded as ineffective.(2)

Inspectors do not have the authority to assess penalties for labor law violations. They refer cases of labor violations to courts to make decisions regarding penalties in accordance with the law, on a case by case basis.(2)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Moldova took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (4)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (36)	Yes (2)
Number of Investigations	16 (2)	38 (2, 40)
Number of Violations Found	26 (41)	44 (2)
Number of Prosecutions Initiated	7 (41)	24 (2, 40)
Number of Convictions	9 (41)	19 (2, 40)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (16, 36, 41)	Yes (2)

In 2015, the Center for Combating Trafficking in Persons employed 11 criminal investigators and 21 operative investigators, and the Center for Combating Cyber Crime, which specializes in the exploitation of children online, employed 4 investigators to investigate cases involving child trafficking and commercial sexual exploitation. In addition, the Prosecutor General's Office assigned seven prosecutors to handle trafficking in persons cases.(2)

In 2015, a total of 2,650 specialists participated in 118 trainings on trafficking in persons. This included a training in which the MLSPF partnered with the Permanent Secretariat of the National Committee for Combating Trafficking in Persons (NCCTIP) to conduct a series of training sessions and roundtable discussions on a multidisciplinary team approach to trafficking in persons and providing assistance to these victims for 776 social workers and local public authorities' personnel.(4) In addition, the National Institute of Justice collaborated with the IOM and the OSCE, with financial support from USDOS, to provide a mandatory 40-hour course on combating trafficking in persons, as well as identifying and interviewing victims, for 907 judges, prosecutors, and defense attorneys. Despite this training, a source indicates that the Government's law enforcement personnel, particularly police officers who conduct foot patrols, lack training in proper investigative techniques for child trafficking cases, based on their limited ability to identify children subjected to forced begging or commercial sexual exploitation.(4)

The percentage of underage victims the Government identified during 2015 increased to 20 percent of all victims identified as minors, which represents a 6 percent increase since 2014. During the reporting period, the MLSPF provided assistance to 23 child victims of trafficking.(4)

A source indicated that during 2015 there was a trend of law enforcement officials not investigating allegations of children being subjected to commercial sexual exploitation when there was no physical evidence that the child had been coerced, such as visible bruises or other indicators of violence.(4) This source also highlighted another trend of police officers applying administrative penalties to victims of child trafficking for practicing prostitution.(4) Although a reciprocal mechanism between criminal authorities and social services exists, law enforcement personnel lack the ability to provide urgent care, either medical or legal, to child trafficking victims, which the NCCTIP attributed to insufficient cooperation between National Referral System stakeholders. The NCCTIP also emphasized the limited capacity of social workers in regions outside the capital city, which resulted in victims of trafficking receiving inefficient, poor-quality services.(4)

Although the Government has established child interview rooms in each of Moldova's regions, there is no specialized placement center for child victims of trafficking; instead children are placed in the same shelters as adult female trafficking in persons victims or left without necessary protection due to the lack of institutional space.(4)

Although the Government has made efforts to improve the prosecution of perpetrators of human trafficking, local NGO experts agree that corruption within the judicial system continues to hinder the Government's ability to enforce laws related to the worst forms of child labor.(4, 41, 42)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
The National Steering Committee on the Elimination of Child Labor (NSC)	Coordinate work on child labor issues at the national level between representatives from workers' organizations, NGOs, academia, and the following government agencies: the MLSPF; the Ministry of Education (MOE); the Ministry of Agriculture and the Food Processing Industry; the Ministry of Finance; the Ministry of Health (MOH); the Ministry of Internal Affairs; the Ministry of Youth and Sports; the State Chancellery; SLI; the PGO; and the National Bureau of Statistics.(16)
Child Labor Monitoring Unit	Supervise national-level activities related to combating child labor and serve as a coordinating mechanism between NSC at the national level, and multidisciplinary teams at the local level.(16, 37)
The National Committee for Combating Trafficking in Persons (NCCTIP)	Coordinate the Government's overall efforts to prevent and combat trafficking in persons. Chaired by the Deputy Prime Minister of Foreign Affairs and European Integration; includes representatives from MOIA, the MLSPF, the MOH, the MOE, the Ministry of Finance, the Ministry of Youth and Sports, the Border Guard Service, the Security and Information Service, the PGO, the Secretary of the Supreme Security Council, the Governor of the Gagauz Autonomous Region, the General Police Inspectorate, SLI, and the Bureau for Relations with Diaspora within the State Chancellery.(4)
The Permanent Secretariat under NCCTIP	Monitor implementation of legal provisions on combating TIP set out by the NCCTIP. Establish working groups for drafting new provisions on TIP, participate in anti-TIP campaigns, develop the national action plans, and seek support for projects.(4)
National Coordination Unit within the MLSPF	Coordinate activities related to the protection of victims and potential victims of human trafficking. Build the capacity of multidisciplinary teams at the local level to improve victim identification and referral for crisis intervention and rehabilitation.(43) Comprises community social assistants, police officers, and NGO workers.(43)

Despite the important coordinating role of the National Steering Committee on the Elimination of Child Labor, it did not meet in 2015 to discuss child labor issues. This may impact the overall efforts to combat child labor, including its worst forms, on a national level.(40)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Moldova has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on the Prevention and Elimination of the Worst Forms of Child Labor (NAP) (2011–2015)	Outlines 44 objectives to be implemented by 30 stakeholders to eliminate the worst forms of child labor by specific deadlines. Includes plans to institutionalize a child labor monitoring system in Moldova, increase access to education, provide rehabilitation and reintegration support for children withdrawn from child labor, and raise awareness on child labor issues in nine districts.(16, 37, 44)
EU-Moldova Association Agreement	Chapter 27 on the Cooperation in the Protection and Promotion of the Rights of the Child is dedicated to children's rights.(2)
The Action Plan for 2015–2016†	Adopted by Government Decision No. 680, this plan includes actions to address child labor issues.(2)
National Plan for Preventing and Combating Trafficking in Human Beings (2014–2016)	Aims to improve national anti-human trafficking efforts and reduce the vulnerability of children to labor, and sexual exploitation, as a result of human trafficking. Includes specific objectives to build the capacity of government officials through training on TIP issues; improve systematic data collection; raise public awareness; and improve repatriation, and referral mechanisms for child trafficking victims.(45)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Strategy of the National Referral System to Protect and Assist Victims and Potential Victims of Trafficking in Human Beings (NRS) (2009–2016)	Outlines a comprehensive framework for cooperation between government institutions and civil society organizations, for the protection of victims and potential victims of human trafficking. Focuses on awareness-raising activities, improving victim identification and referral mechanisms, and building the capacity of counter-human trafficking actors through ongoing training and technical assistance. Regulates the work of the Multidisciplinary Teams operating throughout the country as well as the National Coordination Unit. Launched by the MLSPF.(43)
Action Plan for the Support of the Roma People from the Republic of Moldova (2011–2015)*	Aimed to improve social inclusion of the Roma people, including equal access to quality education for Romani boys and girls. Established a system of 48 Romani community mediators supported by the state budget to advocate for Roma issues at the national level.(11, 46)
Child Protection Strategy (2014–2020)*	Sets three general objectives for improving the situation of children: creation of conditions necessary for raising children in families; preventing and combating violence, neglect, and exploitation of children; and providing assistance to working parents regarding children's upbringing and development.(36, 47)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Moldova funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Prevention of Sexual Abuse and Commercial Exploitation of Children in Central and Eastern Europe—Comprehensive Approach† (2014–2019)	Regional project, funded by Council of Europe; OAK Foundation; and Nobody's Children Foundation that aims to contribute to the prevention of sexual abuse, and commercial exploitation of children in Moldova. The National Center for the Prevention of Child Abuse (CNPAC), in partnership with several ministries, is responsible for its implementation, with the joint efforts from NGOs contributing to prevent abuse against children in six countries: Bulgaria, Latvia, Lithuania, Moldova, Poland, and Ukraine.(2)
Combating Child Trafficking Project	OSCE-funded project implemented by the MOE, the MLSPF, and local NGOs to prevent child trafficking by providing professional and life skills training to at-risk children without parental care in 12 residential schools across 10 regions and Transnistria.(48)
MOE's Educational Programs	Educational programs and activities implemented in 2015 to educate students in schools and universities about the phenomenon of trafficking in persons, domestic violence, abuse, and preventing neglect. All secondary school students are exposed to trafficking in persons issues in their civics course.(4) A total of 9,920 students studying at 12 universities participated in trainings to raise their awareness of trafficking in persons issues.(4)
National Anti-Traffic Week Campaign	Implemented on October 15–21, 2015, focused on online recruitment methods to educate the public about protecting themselves from being trafficked. Used press conferences, art exhibits, public debates, and flash mobs to discuss the services available to victims of human trafficking, which include rehabilitation and social integration support.(4) Additionally, provided 30,000 informational brochures, financed by the IOM and an NGO called La Strada, to regional councils. Also conducted seminars on anti-trafficking in persons in 24 communities. (4) Media coverage of this campaign's activities and events was high.(4)
World Day Against Trafficking in Persons	Commemorated by NCCTIP members on July 30, 2015, by participating in a radio talk show to discuss anti-trafficking in persons activities, assistance available to victims, etc., and encouraging stakeholders to promote this information as well(4)
UNICEF-Government of Moldova Country Program (2013–2017)†	Government and the UN program to improve social inclusion of vulnerable children and their families and to promote social change for child rights. Focuses on children affected by migration, Roma children, and child victims of sexual exploitation and abuse.(21, 36)
Structured Interviewing Child Victims and Witnesses in Moldova† (2014–2016)	UNICEF, OAK Foundation, and USAID, through the Rule of Law Institutional Strengthening Program, provide the funding for this project, which aims to help develop child-friendly justice systems, promote good practices, and ensure child victims and witnesses of sex crimes, domestic violence, and trafficking, encounter a sensitive justice system. Implemented by CNPAC, in partnership with the PGO, the MOJ, and several other ministries.(2)
Ministry of Economy's Programming on Social and Educational Inclusion	The Ministry of Economy partnered with local public authorities and NGOs to design educational programs to help child trafficking victims with their social and educational inclusion upon reintegrating into society.(4)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Ajutor Social Program†	Government and the World Bank cash benefit program that targets the poor.(49, 50)
Strengthening the Effectiveness of the Social Safety Net Project (2011–2017)†	\$37 million, World Bank-funded project implemented by the MLSPF to improve the country's social safety net through expanding and strengthening the Ajutor Social Program, among other things. Provides social assistance based on household income to reach the poorest population.(39, 50)
Education Assistance Programs†	Government program that seeks to improve access to education by providing a monthly payment of \$27 for a period of up to 6 months to cover the cost of school supplies for children from vulnerable families.(37)
Financial Assistance Program†	Government and donor-funded program that provides financial assistance to poor families with children in installments of approximately \$32 per month for a maximum of 6 months, or as a lump sum of approximately \$192.(16, 36, 38)
Children in Moldova Are Cared for in Safe and Secure Families Program (2014–2017)†	\$4.4 million, USAID-funded project implemented by Partnerships for Every Child that aims to build the capacity of the MLSPF and the MOE to strengthen national child protection systems. Includes the objective of supporting children living in institutions, family-based care, and group homes to attend school.(36, 51)
Child Helpline† (2014–2016)	Donor-funded telephone support service for children, implemented by the international NGO La Strada and managed by MLSPF. Provides psychological counseling and information to parents; caregivers; and children who may be experiencing violence, neglect, or exploitation.(37, 52) From January to November 2015, operators of the Child Helpline provided counseling to 4,879 children, by answering 5,247 phone calls, which included 527 requests for information; 820 instances of psychological counseling; 86 calls on domestic, sexual, and gender violence (including in schools); 24 cases of child neglect; 14 cases involving children in begging, and 3 cases of child labor exploitation.(2)
Shelters for Victims of Human Trafficking†	Government-funded shelters for TIP victims in seven locations throughout the country, some of which provide specialized services for children. Offer accommodation as well as rehabilitation and reintegration services.(41)

† Program is funded by the Government of Moldova.

In 2015, the Ministry of Finance repeatedly refused to release funds earmarked to pay La Strada specialists the MLSPF had subcontracted to administer the Child Helpline. This led La Strada to pay these staffers' salaries for up to four months at a time while awaiting reimbursement from the Ministry of Finance.(4)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Moldova (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that labor law protections extend to children who are self-employed or working outside of contractual relationships.	2015
Enforcement	Institutionalize and publish information about training for investigators, ensuring that investigators, including police officers who conduct foot patrols, receive training on new laws related to the worst forms of child labor.	2015
	Make enforcement data, including the number of labor inspections conducted at worksites and by desk review, the number of cases where the penalties imposed were collected, and whether inspections are targeted, publicly available.	2015
	Increase funding for the State Labor Inspectorate to ensure that it can employ the number of inspectors needed and provide inspectors with the financial resources necessary to carry out adequate child labor inspections.	2012 – 2015
	Authorize the State Labor Inspectorate to assess penalties.	2015
	Ensure that the government mechanism for filing and responding to child labor complaints functions properly.	2015
	Strengthen measures to reduce corruption in the judicial system to ensure that perpetrators of crimes related to the worst forms of child labor are convicted and sentenced according to law.	2014 – 2015
Coordination	Ensure that the National Steering Committee on the Elimination of Child Labor meets to discuss and coordinate effectively issues related to the worst forms of child labor.	2013 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
Social Programs	Conduct research to determine the activities carried out by children working in the agriculture, industry, and service sectors to inform policies and programs.	2013 – 2015
	Institute targeted support programs for institutionalized children in orphanages or boarding schools, particularly children with disabilities, to reduce their exposure to commercial sexual exploitation and human trafficking.	2015
	Increase funding for education and monitor schools to ensure that extra educational fees are not imposed on children for the mandated term of free education through age 18.	2010 – 2015
	Institute targeted support programs that eliminate discrimination and violence against Romani children and promote equal access to education.	2014 – 2015
	Ensure sufficient support for child trafficking victims.	2015
	Ensure current child labor programs are sustainable by providing increased financial support.	2009 – 2014

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In 2015, Mongolia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government hired 41 new labor inspectors and developed a risk assessment checklist to help investigators accurately identify victims of human trafficking, including child victims. Members of the national Coordinating Council to combat child labor resumed efforts to coordinate the Government's implementation of the National Action Plan on the Worst Forms of Child Labor after a year of inactivity. In addition, the Government collected data on exploitative child labor in Mongolia's capital city, Ulaanbaatar. However, children in Mongolia are engaged in child labor, including in herding, and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Labor inspectors lack adequate training on laws related to child labor, and there is no referral mechanism between labor authorities and social services providers to effectively assist children identified as child laborers. The Government also lacks social programs to address child labor in certain relevant sectors.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mongolia are engaged in child labor, including in herding. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1-6) The Mongolia National Child Labor Survey 2011–2012, published in 2013, indicates that 43,545 Mongolian children ages 5 to 17 are engaged in child labor, while 10,398 children are involved in hazardous work. Nine out of ten children exploited in situations of hazardous work are boys.(2) According to the survey, children's employment is more prevalent in rural areas than in urban areas.(2, 7) Table 1 provides key indicators on children's work and education in Mongolia.

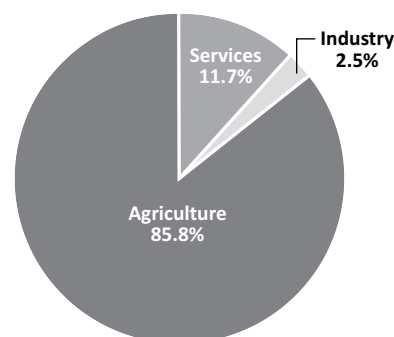
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	13.8 (60,246)
Attending School (%)	5-14 yrs.	87.6
Combining Work and School (%)	7-14 yrs.	15.1
Primary Completion Rate (%)		109.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey-National Child Labor Survey, 2011–2012.(9)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Herding and animal husbandry* (1, 2, 4, 10)
Industry	Construction, including carrying* and loading bricks,* cement,* and steel framework,* mixing construction solutions such as lime* or cement,*† binding steel framework,* and cleaning at the construction site* (2, 10, 11)
	Mining† coal, gold, and fluorspar (2, 4, 10, 12-16)
Services	Horse jockeying (4, 17-20)
	Scavenging in garbage dumpsites† (2, 4, 21)
	Handling freight (2)
	Domestic work*† (10)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Ticket-taking for public transportation* (10)
	Street work, including vending*† and washing cars* (2, 3, 21)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including use in the production of pornography,* sometimes as a result of human trafficking (3-6, 13, 21-23)
	Forced labor in begging and stealing* (3, 4, 22, 23)
	Forced labor in construction, mining, agriculture, horse jockeying, animal husbandry,* industrial sectors,* and contortionist work,* each sometimes as a result of human trafficking (4, 22, 23)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Mongolian children are generally trafficked internally for the purpose of commercial sexual exploitation in saunas, bars, hotels, karaoke clubs, and massage parlors.(3-6, 22) Some Mongolian children also work as jockeys in horse races. A 2015 rapid assessment found that child jockeys participating in spring races, the average age of whom is between 6 and 16 years old, face a number of health and safety hazards, including exposure to extremely cold temperatures and risk of brain and bone injuries.(20) Participation in pre-training and spring racing may also negatively impact a child's school attendance.(20)

During the reporting period, government agencies collected data on exploitative child labor in Mongolia's capital city. An unpublished survey conducted by the Ministry of Labor in 6 of Ulaanbaatar's 9 districts identified 13 to 41 children engaged in child labor in major markets and dumpsites.(10) The Metropolitan Office of Child and Family Development and the Ulaanbaatar Labor and Social Welfare Departments surveyed 210 child laborers in Ulaanbaatar and found that children work in a variety of occupations, including as petty traders, car washers, bag handlers at markets, scavengers in dumpsites, assistants in construction material shops, and jockeys.(10)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Mongolia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 109 of the Law on Labor (24)
Minimum Age for Hazardous Work	Yes	18	List of Jobs and Occupations Prohibited to Minors; Article 6 of the Law on the Protection of the Rights of the Child (25, 26)
Prohibition of Hazardous Occupations or Activities for Children	Yes		List of Jobs and Occupations Prohibited to Minors; Law on the National Naadam Holiday (25, 27)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Articles 113, 121, and 124 of the Criminal Code; Article 7 of the Law on Labor; Article 7 of the Law on the Protection of the Rights of the Child; Article 3 of the Law on Combating Trafficking in Persons (24, 26, 28, 29)
Prohibition of Child Trafficking	Yes		Law on Combating Trafficking in Persons; Article 113 of the Criminal Code (28, 29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 115, 123, and 124 of the Criminal Code; Combating Pornography and Prostitution Act (28, 30)
Prohibition of Using Children in Illicit Activities	Yes		Articles 114 and 192 of the Criminal Code (28)
Minimum Age for Compulsory Military Recruitment	Yes	18	Law on Civil Military Duties and the Legal Status of Military Personnel (31, 32)
Minimum Age for Voluntary Military Service	Yes	18	Law on Civil Military Duties and the Legal Status of Military Personnel (31, 32)
Compulsory Education Age	Yes	16	Article 46 of the Law on Education (33, 34)
Free Public Education	Yes		Article 16 of the Constitution of Mongolia; Article 5 of the Law on Education (35, 36)

In July 2015, the Ministry of Labor submitted a draft revised Law on Labor to parliament for discussion and review by the Standing Committee on Social Policy, Education, Culture, and Science. The draft includes additional provisions on light work and on the prohibition of the worst forms of child labor.(10, 37, 38) In February 2016, just after the close of the reporting period, the Ministry of Labor issued an order listing types of hazardous work prohibited to children, including working as a horse jockey in winter and spring races.(39, 40)

In December 2015, the Mongolian parliament approved a revised Criminal Code that criminalizes the worst forms of child labor, including the use of children for begging and to commit crimes, the sale of children, and the commercial sexual exploitation of children.(38) However, this law did not go into effect during the reporting period.(10) Therefore, during the reporting period, laws related to the commercial sexual exploitation of children were not sufficient as they do not clearly criminalize the use or offering of children in the production of pornography, or the procuring of children ages 16 and 17 for the production of pornography or pornographic performances.(28, 41)

Mongolia's Law on Labor only provides minimum age protections to children working under a labor contract, leaving children working outside of a labor contract unprotected.(24, 42) In addition, laws related to human trafficking are not sufficient as there are no provisions that specifically, criminally prohibit the trafficking of children for the purpose of commercial sexual exploitation and forced labor.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
General Agency for Specialized Inspection (GASI)	Enforce labor laws, including child labor. Conduct inspections at registered businesses.(3)
National Police Agency (NPA)	Maintain primary responsibility for investigating human trafficking cases. Coordinate with the Organized Crime Department—successor to the Criminal Police Department and the State Investigation Agency.(22) Report to the Ministry of Justice (MOJ).(21)
Organized Crime Department	Receive referrals and open a formal criminal investigation of human trafficking and sexual exploitation cases. Work with the Prosecutor's Office to decide whether to take a case to court and initiate any subsequent prosecution.(3, 43) Replaced the State Investigation Agency and the Criminal Police Department, which were merged into one office in January 2014.(21)
Metropolitan Police Department	Operate under the NPA and oversee the district police divisions of Ulaanbaatar's nine districts.(44) Enforce labor laws and identify children in hazardous labor.(3)

Mongolia

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Division for the Prevention of Domestic Violence and Crimes Against Children	Operate under the Metropolitan Police Department and protect unattended children on the streets. Identify and refer children to their parents or to Child Care and Protection Centers.(21)
General Authority for Citizenship and Migration	Register Mongolian citizens who enter and exit the country. Track children who leave Mongolia and do not return, as well as pregnant Mongolian women who leave Mongolia to give birth and return without their child.(22) Follow up with law enforcement as necessary.(22) Agency created as a result of a merger between certain units of the General Authority for Border Protection and the former Immigration Agency.(22)
Marshal (<i>Takhar</i>) Service	Provide protection to victims and witnesses throughout the judicial process. Work toward establishing shelters throughout the country.(21, 45)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Mongolia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (21)	Unknown (10)
Number of Labor Inspectors	47 (21)	88 (10)
Number of Child Labor Dedicated Inspectors	2 (21)	2 (10)
Inspectorate Authorized to Assess Penalties	Yes (21)	Yes (10)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (21)	Yes (39)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (45)	No (10)
Number of Labor Inspections	1,054 (46)	Unknown* (10)
■ Number Conducted at Worksite	Unknown	Unknown* (10)
■ Number Conducted by Desk Reviews	Unknown	Unknown* (10)
Number of Child Labor Violations Found	63 (21)	Unknown* (10)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (21)	Unknown* (10)
■ Number of Penalties Imposed That Were Collected	N/A	Unknown (10)
Routine Inspections Conducted	Yes (21)	Yes (10)
■ Routine Inspections Targeted	Yes (21)	Yes (10)
Unannounced Inspections Permitted	No (21)	No (10)
Unannounced Inspections Conducted	N/A	N/A
Complaint Mechanism Exists	No (21)	No (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (21)	No (21, 39)

*The Government does not make this information publicly available.

In 2015, the General Agency for Specialized Inspection (GASI) hired an additional 41 labor inspectors.(10) New inspectors participated in an initial training course that includes a component on child labor.(39) Despite this increase in labor inspectorate personnel, NGOs and government officials still reported that the number of inspectors and the state funding provided for GASI are inadequate, given the scope of the child labor problem, the growing number of businesses in the country, and GASI's broad responsibilities in the areas of labor monitoring and health and safety regulation.(3, 10, 21)

Research found that at national-level horse races, there continued to be good compliance with safety regulations for child jockeys; however, poor regulation over community-level races in rural areas continued to be an issue.(10)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Mongolia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (21)	Yes (10)
Number of Investigations	Unknown	8 (40)
Number of Violations Found	Unknown	4 (40)
Number of Prosecutions Initiated	2 (21)	0 (40)
Number of Convictions	Unknown	3 (40)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (45)	Yes (47)

In 2015, the Organized Crime Department employed two agents and four investigators responsible for investigating a range of crimes, including trafficking in persons cases.⁽⁴⁷⁾ Research indicated that this number was inadequate to address the scope of the problem.^(3, 39, 48) During the year, several entities provided training to law enforcement officials on combating human trafficking. The Gender Equality Center (GEC), a local NGO, trained 370 judges, prosecutors, and investigators on human trafficking concepts and national legislation, while the Public Safety Division of the National Police Agency ensured that deputy chiefs and officers responsible for community patrolling in every province received anti-human trafficking training.^(10, 47) In addition, the Ministry of Justice provided \$4,836 to the National Law Enforcement University and the GEC to train 252 police officers and social workers in five provinces. However, despite these capacity-building efforts, police officers reported that there is a general lack of knowledge and training on how to apply criminal trafficking laws to cases of commercial sexual exploitation of children. As a result, many cases that could have been prosecuted under the trafficking article of the Criminal Code were instead prosecuted under related articles of the Criminal Code that carry lighter penalties.^(3, 41, 47) In one instance, research found that a case originally prosecuted in 2014 and involving four child victims was reclassified in 2015 as a human trafficking crime under Article 113. As a result, three perpetrators were convicted and sentenced to up to 10 years in prison.⁽⁴⁷⁾

During the reporting period, the Organized Crime Department collaborated with a local NGO to develop a new 11-question risk assessment checklist designed to help investigators accurately identify human trafficking victims. Investigators refer victims who meet more than five of the criteria to short- or long-term care facilities.⁽⁴⁷⁾ In 2015, the GEC provided assistance to 10 suspected child victims of human trafficking for the purpose of commercial sexual exploitation, most of whom were referred to the GEC by law enforcement officials.⁽³⁹⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Coordinating Council to Implement the National Action Plan for the Elimination of the Worst Forms of Child Labor (Coordinating Council)	Guide government efforts on child labor and implementation of the National Action Plan for the Elimination of the Worst Forms of Child Labor. Chaired by the Ministry of Labor (MOL), with the National Authority for Children (NAC) as the lead implementing agency. ⁽²¹⁾ Comprised of 21 organizations, including the ministries of Population Development and Social Protection, Justice, Education, and Agriculture; General Agency for Specialized Inspection; the Confederation of Mongolian Trade Unions; the ILO; and NGOs. ^(3, 49) In May 2015, the Coordinating Council and other key stakeholders attended a tripartite consultation workshop organized by the MOL and the NAC to discuss implementation of the National Action Plan on the Worst Forms of Child Labor. ⁽⁵⁰⁾
Anti-Trafficking Sub-Council (Sub-Council)	Coordinate government efforts to combat trafficking in persons and monitor implementation of anti-human trafficking legislation. Function as a part of the Council on Crime Prevention under the Ministry of Justice (MOJ). ^(3, 22) Currently has 15 members representing 12 different organizations, including two NGOs. Government members include the Border Protection Agency; the Ministry of Foreign Affairs; the Ministry of Health; the MOJ; the MOL; the Ministry of Population, Development, and Social Welfare; the General Authority for Citizenship and Migration; the NAC; and the National Police Agency. ⁽²²⁾ In 2015, the Ministry of Justice allocated approximately \$23,078 for human trafficking prevention and awareness-raising activities. ⁽³⁹⁾

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mongolia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Program for the Elimination of the Worst Forms of Child Labor (2011–2016) and National Action Plan (2014–2016)	Identifies specific actions to combat child labor through 2016 through a National Action Plan for the Elimination of the Worst Forms of Child Labor. Aims to improve legal protection for children and increase children's access to health care and education.(15) In 2015, the Government allocated \$85,000 for implementation. Funding was distributed to labor agencies and local labor departments for public awareness-raising campaigns and child labor monitoring activities.(10)
State Policy on Herders	Describes the conditions and criteria for engaging children in herding, to eliminate the worst forms of child labor in that sector.(51) Activities include projects to improve housing and access to information for herders and to ensure that herder children receive an education. Each year, the Government sets aside 1 percent of its budget for implementation of the policy.(39)
National Development Strategy*	Calls for improvements in education, health, social welfare, and labor policies through 2020. Priorities include the education, safety, and health of vulnerable children.(52)
Child Protection Strategy (2011–2016)	Aims to provide child welfare programs at the local level in collaboration with NGOs and local government offices. Includes a component related to child labor prevention and elimination.(3, 53)
Strategy for Strengthening Child Protection (2010–2015)	Aimed to prevent and eliminate child labor, commercial sexual exploitation, and human trafficking. Sought to strengthen relevant legislation to protect children's rights, including the Law on Labor, and to build the capacity of child protection workers.(54)
Master Plan to Develop Education in Mongolia (2006–2015)*	Established a long-term strategic framework for promoting development in education. Focused on making education more accessible and inclusive, especially for rural students and socially vulnerable groups.(55)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

During the reporting period, relevant stakeholders reviewed the draft National Action Plan on Combating Trafficking in Persons and submitted it to the cabinet, where it currently awaits approval.(39)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Mongolia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the Government and develop strategic policies to address the elimination of child labor and forced labor.(56) In 2015, finalized two reports related to child labor: a rapid assessment on child labor in the construction sector and a study on the rights of child horse jockeys in spring horse racing.(11, 20, 50) In addition, provided technical guidance to government agencies involved in the ongoing criminal law reform process to promote inclusion of provisions on forced labor and the worst forms of child labor.(57)
Shelters for Human Trafficking Victims	Government-funded, Gender Equality Center-run shelters located in Ulaanbaatar and Zamyn Uud that provide shelter and services to trafficking in persons victims, including child victims. Services include psychological counseling, medical care, legal assistance, vocational training, and reintegration assistance.(47) In 2015, assisted 10 suspected child victims of commercial sexual exploitation as a result of human trafficking.(10)
Children's Money Program†	General Agency for Social Welfare and Service, General Agency for State Registration, and Human Development Fund program that distributes approximately \$12 per month to children under age 18 from families in need.(10) Partial continuation of a former program that distributed national profits from mineral resources to funding for health insurance, pensions, and education tuition.(3, 58-60)
School Lunch Program†	Government program that subsidizes meals to encourage low-income children to attend school, particularly at the secondary level.(3)
Government Sub-Program on the Development of Small-Scale Mining (2008–2015)†	Minister for Agriculture and Industry, Minister for Energy, and local governor-implemented program that aimed to eliminate child labor in the mining sector, with provisions for providing children with informal or distance education.(16, 61)

† Program is funded by the Government of Mongolia.

As part of the 2015 World Day Against Child Labor activities, relevant government agencies collaborated with UNICEF to produce a video titled “NO to child labor, YES to quality education.” The video was used to train teachers, school social workers, members of the Board of Child Engagement, and students in 650 schools.(62)

During the previous reporting period, two programs that formerly provided shelter and social services to children working on the street were discontinued. The Address Identification Center was converted to a shelter for victims of domestic violence, and the Child Development and Protection Center became an orphanage.(21) This reduction in care centers leaves street children vulnerable to involvement in child labor.(21) Although the Government is implementing a program to address child labor in mining, research found no evidence that the Government carried out programs specifically designed to assist children working in agriculture and those working on the street.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mongolia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws related to labor cover all children, including those working without employment contracts.	2009 – 2015
	Ensure that laws clearly and comprehensively prohibit the use, procurement, and offering of all children under age 18 for the production of pornography and pornographic performances.	2014 – 2015
	Ensure that laws criminally prohibit child trafficking for the purpose of commercial sexual exploitation and forced labor.	2015
Enforcement	Increase the number of labor inspectors and investigators responsible for enforcing laws related to child labor, including its worst forms, in order to provide adequate coverage of the workforce.	2014 – 2015
	Institutionalize child labor training for labor inspectors, including by providing refresher courses for current inspectors.	2015
	Enforce safety standards for child jockeys, particularly at the community level.	2013 – 2015
	Strengthen the inspection system by permitting the General Agency for Specialized Inspections to conduct unannounced inspections.	2013 – 2015
	Establish a mechanism to receive child labor complaints.	2015
	Establish a referral mechanism between labor authorities and social services providers to ensure that children identified in situations of child labor receive appropriate support.	2014 – 2015
	Ensure that violations of child labor laws are investigated and charged according to appropriate law articles and that offenders are promptly prosecuted.	2011 – 2015
	Make information publicly available on the number of labor inspections conducted, the number of child labor violations found, and the number of child labor violations for which penalties were imposed and collected.	2015
Government Policies	Integrate child labor prevention and elimination strategies into the National Development Strategy and the Master Plan to Develop Education in Mongolia.	2011 – 2015
Social Programs	Restore programs that provide support services and shelter to children found working on the streets.	2014 – 2015
	Institute programs to address child labor in relevant sectors, including in herding.	2012 – 2015

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Montenegro

SIGNIFICANT ADVANCEMENT

In 2015, Montenegro made a significant advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor and Social Welfare adopted the Code of Rules, which prescribes minimum workplace protections for employers and employees, specifically emphasizing protections for underage workers. The Police Directorate formed a three-member trafficking in persons team that focuses on all forms of trafficking in persons, including child labor. The National Trafficking in Persons Office provided technical assistance to the Ministries of Health and Education to create guidance on trafficking in persons and adopted an action plan to combat human trafficking in 2016. Additionally, the Government of Montenegro signed a memorandum of understanding with the ILO to conduct a study of the child labor situation. However, children in Montenegro are engaged in child labor, including in begging, and in the worst forms of child labor, including being subjected to commercial sexual exploitation. In addition, the Government has no social programs to address child labor in street work, forced begging, or commercial sexual exploitation of children.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Montenegro are engaged in child labor, including in begging.(1-5) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1-8) Table 1 provides key indicators on children's work and education in Montenegro.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	12.9 (12,867)
Attending School (%)	5-14 yrs.	87.7
Combining Work and School (%)	7-14 yrs.	14.4
Primary Completion Rate (%)		92.6

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Services	Street work, including collecting scrap metal,* vending small goods and food items,* washing car windows,* and begging (1-3, 5, 11-13)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation as a result of human trafficking* (2, 4, 14)
	Forced begging, sometimes as a result of human trafficking (1-5, 13)
	Domestic work as a result of human trafficking* (4)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Child begging remains the predominant child labor issue in Montenegro.(1-3, 5, 11) Organized forced begging involving children remains a problem, especially among children from the Roma community.(1-4, 13)

Montenegro is a source, destination, and transit country for children trafficked for forced labor, including forced begging and commercial sexual exploitation. Children are trafficked internally and transnationally from and to other Balkan countries and Western Europe.(4, 13, 15) Some Romani girls from Montenegro are sold into servile marriages in both Montenegro and Kosovo, where they are also forced into domestic servitude.(4) Children from the Roma, Ashkali, and Egyptian populations are at a higher risk of human trafficking due to lower rates of birth registration and school attendance, and higher rates of participation in street work.(6, 11-16) Both boys and girls from these communities are vulnerable to forced begging, while trafficking for commercial sexual exploitation is more common among girls.(4, 15)




Although the Government adopted the Strategy for the Improvement of the Position of Roma and Other Minorities in 2012, which includes the goal of increasing birth registration among minorities, many Roma, Ashkali, and Egyptian children continue to lack birth registration. In addition to problems accessing basic education, the lack of birth registration also makes accessing social services and health care challenging for minority groups.(2, 11, 12, 17-19) The higher rate of unregistered children in these communities appears to be related to insufficient awareness of the importance of civil registration, a lack of identity documents among the adults, and the costs associated with the registration process.(2)

Although the number of children with disabilities studying in mainstream schools has dramatically increased over the past five years, children with disabilities continue to experience difficulty accessing education, especially in rural areas. A source reported that these children also experience difficulty accessing social services made available by the Government, including services provided to victims of human trafficking.(20, 21)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Montenegro has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 16 of the Labor Law of 2008 (22)
Minimum Age for Hazardous Work	Yes	18	Article 17 of the Labor Law of 2008 (22)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 104 of the Labor Law of 2008; Articles 7 and 8 of the Regulations on Measures of Protection in the Workplace (22)
Prohibition of Forced Labor	Yes		Article 63 of the Constitution (23)
Prohibition of Child Trafficking	Yes		Articles 444–446 of the Criminal Code (24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 209–211 of the Criminal Code (24)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Article 300 of the Criminal Code (24)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Articles 162 and 163 of the Law on the Armed Forces of Montenegro (25, 26)
Compulsory Education Age	Yes	15	Article 4 of the Law on Primary Education (27)
Free Public Education	Yes		Article 75 of the Constitution of Republic of Montenegro (23)

* No conscription (28)

During the reporting period, the Government began implementing amendments to the Foreigners Act, such as to ensure that children who are victims of human trafficking or domestic violence or are unaccompanied receive a temporary residence permit, depending on the status of one or both of a child's parents. The Foreigners Act can also be used by human trafficking victims to acquire a temporary residence permit in the country, which is valid for between 3 months to 1 year, but can be extended further, as necessary.(20)

In 2015, the Ministry of Labor and Social Welfare adopted the Code of Rules for Occupational Safety, which introduced prohibitions of specific hazardous activities for children, and prescribes minimum workplace protections for all employers and employees.(3) The Code of Rules prohibits the employment of children in workplaces that would expose them to physical biological or chemical hazards, as well as an additional list of activities such as handling explosives, working with poisonous animals, and jobs that would expose them to high voltage electricity.(29)

Despite these efforts, gaps in the legal framework still exist. Although the Labor Law prohibits children under age 18 from performing overtime and night work, Article 106 of the Labor Law allows employees between ages 15 and 18 to work at night in circumstances in which it is necessary to continue work interrupted by natural disasters or to mitigate damage to raw or other materials.(22, 30) In addition, the types of hazardous work prohibited for children do not cover street work, an area in which there is evidence of children engaged in carrying heavy loads by collecting scrap metal and by vending goods and food items.(3, 22)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Labor Inspectorate	Monitor the enforcement of labor law, which also contains child labor regulations, and monitor working conditions in workplaces throughout the country.(3) Lead efforts, as an independent agency, in enforcing labor laws, including those that protect working children.(26, 31, 32)
Supreme State Prosecutor	Investigate and enforce criminal laws on forced labor and human trafficking for commercial sexual exploitation.(7, 31) Collect data on court rulings and crime convictions and submit them to the Office of the National Anti-Trafficking Coordinator (TIP Office).(7)
Police Directorate within the Ministry of Interior	Enforce laws against sex trafficking and forced labor. Coordinate law enforcement actions on a national level.(7) Be responsible for proactive identification of the victims of human trafficking. Collect data on the number of police investigations and submit them to the TIP Office.(7)
Ministry of Justice	Enforce the Criminal Code by prosecuting crimes against children, including human trafficking, child begging, and child abuse.(32)
Ministry of Labor and Social Welfare (MLSW)	Protect children and families by providing social, child, and family protection in its Social Welfare Centers. Identify potential victims of human trafficking.(7)
Ombudsman's Deputy for the Rights of the Child	Monitor the situation of children in the country, using strategies such as visiting schools and institutions, holding focus groups, and creating e-mails and social blogs for children of various ages.(31)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Montenegro took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	34 (33)	34 (3)
Inspectorate Authorized to Assess Penalties	Yes (8)	Yes (3)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Yes (33)	Yes (33)
■ Refresher Courses Provided	Yes (8)	Yes (3)
Number of Labor Inspections	11,844 (34)	10,806 (33)
■ Number Conducted at Worksite	Unknown	10,806 (33)
■ Number Conducted by Desk Reviews	Unknown	0 (33)
Number of Child Labor Violations Found	11 (8)	25 (3)
Number of Child Labor Violations for Which Penalties Were Imposed	11 (8)	25 (33)
■ Number of Penalties Imposed That Were Collected	11 (8)	25 (33)
Routine Inspections Conducted	Yes (8)	Yes (3)
■ Routine Inspections Targeted	Yes (8)	Yes (3)
Unannounced Inspections Permitted	Yes (8)	Yes (3)
Unannounced Inspections Conducted	Yes (3, 8)	Yes (3)
Complaint Mechanism Exists	Yes (33)	Yes (33)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (33)	Yes (33)

Labor Inspectorate officials have stated that the number of inspectors is inadequate to conduct inspections across the entire country. However, the funding and resources allocated for inspections were reportedly sufficient during the reporting period.(3, 31) Although the Labor Law does not cover issues related to trafficking in persons, labor inspectors received training during the reporting period on how to identify human trafficking for labor exploitation, which included discussions about child labor. In July and September 2015, the Office of the National Anti-Trafficking Coordinator (TIP Office) and the State Agency for Social and Child Protection organized training seminars for participants from government institutions, including the Centers for Social Welfare and the Prosecutor's Office, on strategies to address child trafficking, child begging, and forced child marriages. Some of the attendees then trained their colleagues on the strategies they had learned.(3, 20) Separately, the State Human Resources Agency and the TIP Office collaborated to host a seminar on strategies related to the early identification of victims of trafficking in persons, which five labor inspectors and two officials from the Center for Support of Children and Families attended.(3, 20)

The Labor Inspectorate proactively plans labor inspections on annual and monthly bases, and also conducts complaint-based inspections.(3, 34) The inspectorate increases its inspections of specific sectors, such as trade and catering industries, during the summer tourist season. As part of their regular labor inspections in 2015, inspectors found 25 cases of informal labor in the trade sector by children on the Montenegrin coast.(3) In all 25 cases, the inspectorate found that the employer had not provided children with employment contracts.(3)

The Government does not collect or publish information on the number of child labor law violations; however, the Government does maintain a database on children involved in begging.(31, 33)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Montenegro took actions to combat the worst forms of child labor (Table 7).

Montenegro

SIGNIFICANT ADVANCEMENT

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (33)	Yes (20)
Number of Investigations	156 (33)	122 (33)
Number of Violations Found	156 (33)	125 (33)
Number of Prosecutions Initiated	0 (8)	1 (33)
Number of Convictions	0 (8)	0 (3, 20)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (33)	Yes (20)

In 2015, criminal law enforcement personnel, members of the judiciary, and health and social workers received training on issues related to trafficking in persons, including best practices on early identification of victims and the legal aspects of combating human trafficking. For example, the TIP Office, partnering with the Ministry of the Interior and the OSCE Mission to Montenegro, provided 18 training sessions to 239 border police officers across the country as part of a 2-year border police training plan that began in 2014.(3, 20) Additionally, the Police Directorate established a three-member trafficking in persons team to focus on all forms of trafficking in persons, including child labor. The TIP Office also collaborated with the UNODC, with funding from USDOS, to host a four-day seminar on best practices on how to protect victims of trafficking in persons during criminal trials. Eight representatives of the Supreme State Prosecutor's office, eight representatives from the judiciary, one official from the Police Directorate, and one NGO representative attended the seminar.(3, 20) Despite these efforts, victim identification remained an area requiring improvement in order for the Government to combat human trafficking effectively.

Criminal law enforcement personnel conducted 96 investigations related to begging, which led to 407 people being apprehended; of these, 122 were children. During these investigations, the authorities removed beggars from the streets and issued citations to them.(3) The police also initiated four new trafficking in persons cases, in which 16 individuals, some of them minors, were victims of commercial sexual exploitation. Prosecutors filed criminal charges against six individuals in relation to those four cases for brokering in prostitution, including one person charged with brokering in prostitution involving minors.(20)

Some of the children police remove from begging on the street and whose parents cannot be located immediately are placed in the public institution for social and child care named Ljubovic. This institution provides these children with housing, protection, educational services, and therapeutic treatment.(3) Children can stay in this institution for up to 30 days. However, children typically stay in a public institution for social and child care for a day or less, while the police search for their parents in order to return them to their families.(3) In 2015, police sent two children to Ljubovic; they were later released to their families.(3) When parents are not available, children are referred to local Social Welfare Centers upon completing a temporary stay in Ljubovic.(35) Under Article 37 of the Law on Protection from Family Violence, a public institution for social and child care can also charge the parents with neglect of their parental obligations; however, no such charges were made during the reporting period.(3, 36)

The Ombudsman for Human Rights has criticized the Police and Social Welfare Centers for insufficiently and inconsistently tracking information on children caught begging. The Ombudsman also noted that many child beggars were treated as delinquents rather than victims, that Social Welfare Centers only provided services to a small minority of child beggars who are registered citizens of Montenegro, and that there is a systemic lack of specialized services for the reintegration of children into society.(31, 37)

During the reporting period, the Government provided both verified and potential human trafficking victims with a number of free services, including protection, medical and psychological assistance, and legal advice, regardless of whether victims were Montenegrin citizens. Individuals who received these services met minimum identification requirements.(20) The Government used the priority principle, based on a variety of factors, such as the victim's vulnerability, age, gender, and exposure to physical and sexual abuse, to prioritize the provision of these services. However, sources reported that although free legal services were provided to potential victims, the lawyers assigned to their cases often had inadequate training in representing victims of human trafficking.(20)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Office of the National Anti-Trafficking Coordinator (TIP Office)	Coordinate efforts against trafficking in persons among relevant government institutions and international organizations and ensure their cooperation.(7, 20) Present results of the efforts against human trafficking through participation in domestic and international events. Harmonize domestic legislation with international standards.(7) Oversee projects and initiatives for implementation of the main objectives from the National Strategy and Action Plans. Collect and maintain data on police investigations, court rulings, and verdicts that relate to human trafficking and victims of trafficking.(7) Fund hotline and shelters for victims of human trafficking.(20) In 2015, the TIP Office conducted training on identifying victims of trafficking in persons and the legal aspects of combating this issue for law enforcement and members of the judiciary, as well as health and social workers. Additionally, this office provided technical assistance to the Ministries of Health and Education to create guidance on trafficking in persons.(20) The Government appropriated approximately \$160,000 from the state budget to fund the TIP Office, which marks a decrease of less than 1 percent as compared to its budget in 2014. After accounting for operational expenses, the office used 50 percent of its total budget for activities to combat trafficking in persons, such as developing and implementing training and educational modules, operating the shelter for human trafficking victims, and setting up a hotline.(20)
Trafficking in Persons Task Force	Operate under the TIP Office. Monitor and promote activities related to combating human trafficking, and assess and approve semiannual reports on the progress of objectives established in the trafficking in persons action plans.(7, 20) Includes the representatives from the Ministries of Interior, Justice, Foreign Affairs and European Integration, Minority and Human Rights, Health, Labor and Social Welfare, and Culture; Police Directorate; Supreme Court; Supreme State Prosecutors; and Inspectorate Authority, as well as NGOs and international organizations.(20) Schedules meetings twice a year on a regular interval and when a potential victim of human trafficking is identified. In 2015, this task force met six times.(20)
Council for the Rights of the Child	Implement and monitor the National Plan for Children and the Government's commitments pursuant to the Convention on the Rights of the Child, initiate the adoption of legislation to promote and protect the rights of children, and improve cooperation with NGOs to achieve these goals. Chaired by the Minister of Labor and Social Welfare.(8, 38) The council met several times in 2015, and discussed the issue of child begging during at least one session.(33)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Montenegro has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action for Children (2013–2017)	Defines and protects children's rights in the areas of social services, child protection, health services, and education.(31) Outlines a strategy to fulfill obligations arising from ratification of the CRC. Includes goals such as improving prevention of hazardous and exploitative child labor and child trafficking, protecting children from commercial sexual exploitation, increasing birth registration, ensuring education access for all children, and improving social services for street children.(38)
Strategy for the Improvement of the Position of Roma and Other Minorities (2012–2016)	Addresses such issues as the legal framework, education, employment, child protection, housing, and participation in public life for Roma and other minorities. Implemented by the Ministry for Minority and Human Rights.(31, 32) Includes the goals of increasing birth registration among minority communities through an information and awareness campaign and eliminating begging among Roma and Egyptian children.(19) Achievements attributable to the Strategy include a 50 percent increase in Roma children in primary and secondary schools, introduction of Romani language classes and the provision of assistance to Roma IDPs in need of identity documents.(33)
UNICEF Country Program (2012–2016)	Addresses disparities in access to quality social services for children and families, harmonizes the country's legal framework with EU and UN standards, implements and monitors policies relevant to child-focused governance and social inclusion, and applies the principles and standards of the CRC and facilitates independent monitoring.(18, 39)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Strategy for Combating Human Trafficking (2012–2018)	Outlines Montenegro's objectives and goals for combating human trafficking and defines measurements for improvement. Goals include raising public awareness of human trafficking, strengthening the Government's capacity for victim identification and service provision, improving interagency coordination, and raising the efficiency of prosecutions.(20, 40) This strategy and its yearly Action Plan for implementation are both evaluated in semiannual reports, which are prepared through the collaboration of government agencies and civil society, and then adopted by the Government. In September 2015, the Government adopted the first semiannual report for the period of January 1–June 31, 2015.(20) Additionally, the TIP Office drafted an Action Plan for 2016 during the reporting period.(20)
Strategy for the Development of Social and Child Protection (2013–2017)*	Builds an integrated social and child protection system, including monthly social assistance, health care, and a child allowance that is conditional on school attendance.(30, 41)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The strategy coordinator for the Strategy for the Improvement of the Position of Roma and Other Minorities noted that the policy lacked sufficient funding in 2015.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Montenegro funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Social Welfare and Child Care System Reform: Enhancing Social Inclusion (2013–2017)†	\$4.5 million, 4-year project sponsored by the Ministry of Education (MOE) and MLSW. Implemented by the Government, in cooperation with the UNDP and UNICEF, to strengthen protection for children under the Strategy for the Development of Social and Child Protection. Composed of three phases: Inclusive Education, which has been completed, Reform of Social Protection, and Child Care System Reform.(30, 33)
Social Card – Social Welfare Information System Program†	Project to build a shared social welfare information system to facilitate information exchange among social services providers. Project provides a unique Social Card to each beneficiary family to make eligibility information for each family easily available to all relevant institutions.(8, 26, 33) Through these reforms to the social and child protection system, aims to develop adequate social services at the local level. Implementation began in January 2015, when social centers started collecting information into consolidated databases.(3)
Institute for Social and Child Protection	Administer the issuance of licenses for social workers and other competent personnel; conduct research, including through surveys, about approaches to social and child protection; provide counseling and technical assistance; and oversee the provision of child protection services.(8, 26)
One of Five†	The Council of Europe campaign to reduce and stop sexual violence against children, including commercial sexual exploitation.(42, 43) Led to the development of the Action Plan against the Sexual Abuse of Children.(32)
Shelter for Human Trafficking Victims†	During the reporting period, the TIP Office allocated \$27,500 to cover operational costs of the shelter, including the salaries of shelter employees, and some basic food, clothing, and medical assistance for victims, which marks a 14 percent decrease in funding as compared to 2014.(20, 32) The NGO Montenegrin Women's Lobby and the Government jointly run this shelter, which can provide accommodations for children who are separated from adults. In 2015, this shelter housed four female children who were victims of human trafficking.(20)
Social Welfare Centers†	Government-supported centers that provide social, child, and family protection, including to victims of child trafficking.(20, 32, 44)
Group Children Center	UNICEF- and EU-supported program focused on creating a framework for the foster care system as an alternative to placement in government institutions. The MLSW collaborated with UNICEF to pilot this Group Children Center in the northern region of the country.(31)
Training for Public Workers and Public Awareness Campaigns on Trafficking in Persons Issues†	In 2015, the Government cosponsored training to educate public workers and implemented campaigns to raise the public's awareness about trafficking in persons issues.(20) Public awareness campaigns that took place in 2015 include the national STOP TIP campaign, which featured a video that public and commercial television stations broadcasted and efforts to promote the Government's hotline for potential victims of human trafficking, as well as a campaign that ran in July and August. The Government also used posters at all border crossings to advertise the number of the hotline to potential trafficking in persons victims.(20) The Ombudsman for Human Rights not only conducted a public awareness campaign regarding the prevention of child begging, commercial sexual exploitation of children, and Internet-based child abuse, it also hosted workshops with children to educate them about these issues.(20)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
MOE Guidelines on Trafficking in Persons	In 2015, the MOE partnered with the TIP Office to publish guidelines for education providers about how to teach children about the issue of trafficking in persons.(20)
Hotline for Victims of Human Trafficking†	Funded by the TIP Office, this hotline provides advice, connects actual and potential victims with service providers, and educates the public on information about human trafficking. Also assists victims with their reintegration into society by providing vocational training.(7, 20) In 2015, the hotline received 540 calls, of which the TIP Office identified 45 as calls from potential victims of human trafficking.(33)

† Program is funded by the Government of Montenegro.

Although the Government of Montenegro has implemented programs for the general protection of children and for child trafficking victims, research found no evidence of programs to specifically and systematically address child labor in street work and in the worst forms of child labor in forced begging and commercial sexual exploitation of children.

During the reporting period, the Government of Montenegro signed a memorandum of understanding with the ILO to conduct a study of the child labor situation.(3)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Montenegro (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the types of work prohibited for children are comprehensive, and include night work and carrying heavy loads.	2012 – 2015
Enforcement	Make information about the Labor Inspectorate's funding and the training system for labor and criminal law enforcement personnel publicly available.	2015
	Ensure that all children removed from street work are treated as victims and are provided with specialized social services to prevent reentry into begging or street work, regardless of citizenship or birth registration.	2012 – 2015
	Build enforcement capacity to effectively identify child trafficking victims.	2015
	Provide comprehensive training on effectively representing potential trafficking inpersons victims to lawyers assigned to these cases through the free legal services program.	2015
Government Policies	Integrate child labor elimination and prevention strategies into national policies, including the Strategy for the Development of Social and Child Protection.	2013 – 2015
	Fully fund and implement the National Strategy for the Improvement of the Position of Roma and Other Minorities in Montenegro.	2010 – 2015
Social Programs	Build the capacity of schools and other government service providers to accommodate and provide services to children with disabilities.	2015
	Strengthen efforts to inform all citizens and those seeking to become citizens, particularly Roma, about how to register and receive access to education, health care, and other social services.	2012 – 2015
	Institute programs to specifically and systematically address child labor in street work and the worst forms of child labor in forced begging and commercial sexual exploitation of children.	2013 – 2015

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Montenegro

SIGNIFICANT ADVANCEMENT

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In 2015, Morocco made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Moroccans Living Abroad and Migration Affairs drafted an anti-trafficking in persons law that is intended to be consistent with the Palermo Protocol, and the Ministry of Employment and Social Affairs drafted a domestic worker law forbidding employment of domestic workers under the age of 16 and strictly limiting the employment of children between the ages of 16 and 18 for domestic work. The Government formally adopted the Integrated Public Policy on the Protection of Children, which incorporates the National Plan of Action for Children from 2006 to 2015. However, children in Morocco are engaged in child labor, including in agricultural activities, and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. The number of labor inspectors is insufficient to effectively enforce child labor laws. Although the Government of Morocco has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Morocco are engaged in child labor, including in agricultural activities.(1-6) Children in Morocco are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(7-13) National statistics from the Government's High Planning Commission show a continued drop in the number of children ages 7 to 15 who are working, from 517,000 in 1999 to 59,157 in 2015.(14) Child labor occurs in urban areas, although it is primarily a rural phenomenon and is concentrated in areas where education levels remain low, especially in the following four regions: Chaouia-Ouadigha, Doukkala-Abda, El Gharb-Chrarda-Beni Hssen, and Marrakech-Tensift-El Haouz.(5, 14, 15) A 2014 study found that child labor is prevalent on small farms throughout Morocco.(1, 6) Table 1 provides key indicators on children's work and education in Morocco.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	4.5 (150,178)
Attending School (%)	6-14 yrs.	82.9
Combining Work and School (%)	10-14 yrs.	0.7
Primary Completion Rate (%)		101.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(16)

Source for all other data: Understanding Children's Work Project's analysis of statistics from *Enquête sur la Population et la Santé Familiale*, 2003-2004.(17)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting and harvesting argan,* grain,* olives,* vegetables,* and fruits* (1)
	Herding goats,* cattle,* and sheep* and raising them for the production of fertilizer,* and cattle for the production of milk* and butter* (1-4)
	Fishing* (3, 5)
	Forestry,* activities unknown (3, 5)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Construction,* including in carpentry* (6, 7, 18)
	Weaving* textiles (2, 7)
	Producing artisanal crafts* (3, 5-7, 18, 19)
	Welding* (18)
	Metallurgy (2, 6, 28)
Services	Begging* (20)
	Domestic work (5, 8, 19, 21-25)
	Working as salespersons in stores* and as tour guides* (18)
	Tailoring textiles* (18)
	Waiting tables in cafés or restaurants* (18)
	Maintenance and repair of motor vehicles* (2, 12)
Categorical Worst Forms of Child Labor†	Street peddling (2, 9, 18, 26, 27)
	Commercial sexual exploitation, sometimes as a result of human trafficking (6-13)
	Forced domestic work, sometimes as a result of human trafficking (5-9, 12, 23, 29, 30)
	Begging as a result of human trafficking (6, 8, 9)
	Illegal sand extraction* (31)
	Forced labor in the production of artisanal crafts* and construction* (7, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In Morocco, children are engaged in commercial sexual exploitation.(10, 11, 13) This problem is most prevalent in popular tourist sites such as Tangier, which attracts visitors from European and Persian Gulf countries.(8, 11, 13) Some rural Moroccan girls as young as age 6, as well as girls from Côte d'Ivoire and Senegal, are recruited for domestic work in private urban homes. These girls then become victims of forced labor and are subjected to physical and verbal abuse, excessive working hours of 100 or more per week, without rest or days off; and no access to educational opportunities.(7, 9, 12, 13, 23) Comprehensive data on the number of children in domestic work is unavailable. However, members of civil society expressed concern that there may be a substantial number of children working in this sector.(13)

Despite strong enrollment rates among children during their early years in primary school, school dropout rates remain a problem. A source indicates that every year, up to 300,000 children drop out before finishing their 9 years of compulsory education.(5, 32, 33) Inadequate transportation and prohibitive costs associated with attending school create barriers for children to access education.(1, 5, 9) Lack of security and inclusiveness in schools increase vulnerability to child labor.(5, 9, 33, 34) Only one-third of children with disabilities attend schools.(7, 9, 35) Those who do attend school face rejection and stigmatization, leading some to drop out. These factors, and a lack of adequate support services, make children with disabilities more vulnerable to child labor.(9)

Some migrant children, particularly unaccompanied children from sub-Saharan Africa, as well as Amazigh and Sahrawi children face barriers to accessing education, such as language of instruction, and the lack of necessary documentation, including birth registration and residency.(7, 20, 36-38) The Government implemented a regularization campaign to improve access to education.(38)



II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Morocco has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 143 of the Labor Code (39)
Minimum Age for Hazardous Work	Yes	18	Article 147 of the Labor Code (39)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Hazardous Child Labor List, Decree No. 2-10-183 (40)
Prohibition of Forced Labor	Yes		Article 467 of the Labor Code (39)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 503 of the Penal Code (41)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Royal Decree of 9 June 1996 (42)
Compulsory Education Age	Yes	15	Article 1 of Law No. 04-00 (43)
Free Public Education	Yes		Article 1 of Law No. 04-00 (43)

* No conscription (42)

In 2015, the Ministry of Justice and Liberties conducted a legal review of the Penal Code to draft a coherent framework in line with all of the Government's international agreements. Additionally, the Ministry of Moroccans Living Abroad and Migration Affairs drafted an anti-trafficking in persons law that is intended to be consistent with the Palermo Protocol and other international agreements.(8, 15, 38)

Based on Article 4 of the Labor Code, the minimum age protections do not apply to children who are self-employed, those who work in the traditional artisan or handicraft sectors for businesses with fewer than five employees, or those who work in private farms and residences, leaving children vulnerable to exploitation.(7, 8, 13, 39, 44)

In 2015, the Government, led by the Ministry of Employment and Social Affairs drafted a bill that would provide protections for child domestic workers. If passed into law, it would set the minimum age at 16 for domestic work and at 18 for hazardous domestic work; permit labor inspectors to mediate disputes between employers and domestic workers; and authorize the Government to prosecute intermediaries, known as *samsaras*, who traffic children for labor exploitation.(6, 8, 15)

Government officials, local stakeholders and the CEACR report that the penalties against companies that employ children in hazardous work, set forth in the Labor Code, are inadequate to act as an effective deterrent.(15, 44)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Morocco

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment and Social Affairs (MOESA) Child Labor Task Force	Enforce child labor laws and oversee programs on child labor. Employ labor inspectors in 53 sectors across Morocco; one inspector in each sector dedicated to child labor.(5, 8, 45) Establish satellite offices in nine regional centers throughout the country to provide occupational health and safety services, administer social security, and organize labor inspections and employment services.(5)
Ministry of the Interior	Enforce prohibitions on prostitution and other exploitative crimes involving minors as established in the Penal Code.(8, 46)
Ministry of Justice and Liberties	Prosecute criminal offenses against children, such as commercial sexual exploitation and child trafficking, and violations of labor laws.(8, 47) The Ministry's Child Labor Units process cases involving women and children within the court system.(2)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Morocco took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (5)	Unknown* (15)
Number of Labor Inspectors	478 (6)	409 (8, 15)
Number of Child Labor Dedicated Inspectors	53 (6)	53‡ (6, 8, 15)
Inspectorate Authorized to Assess Penalties	No (5)	No (15)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (5)	Yes (15)
Number of Labor Inspections	312† (5)	247‡ (6, 15)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	357† (5)	292‡ (15)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (5)	N/A (15)
■ Number of Penalties Imposed That Were Collected	N/A (5)	N/A (15)
Routine Inspections Conducted	Yes (5)	Yes (15)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (5)	Yes (15)
Unannounced Inspections Conducted	Yes (5)	Yes (15)
Complaint Mechanism Exists	Yes (5)	Yes (15)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

* The Government does not make this information publicly available.

† Data are from January 1 to March 31, 2014.

‡ Data are from January 1 2015 to June 30, 2015.

In 2015, labor inspectors found 292 child labor violations, 52 of which involved children under age 15. They removed 26 children under age 15 from work, and 158 children between ages 15 and 17 from hazardous work.(6, 8, 15) The sectors most frequently inspected included trade, agriculture, and metal and wood work.(15) Enforcement of child labor laws remains weak in Morocco due to an insufficient number of labor inspectors and a lack of financial resources.(8, 15, 48) According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Morocco should employ roughly 818 inspectors in order to adequately enforce labor laws throughout the country.(15, 49-51) The official procedures involved with processing child labor violations require the participation of several agencies per case, which places considerable administrative burdens on labor inspectors.(2)

Morocco has a toll-free hotline for child victims of violence, but research did not find the number of calls related to child labor.(13)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Morocco took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (5)	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (5, 6)	Yes (6, 8, 15)
Number of Investigations	Unknown	Unknown (6)
Number of Violations Found	Unknown	Unknown (6)
Number of Prosecutions Initiated	37 (52)	Unknown (6)
Number of Convictions	Unknown (52)	Unknown (6, 8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (8, 12)

In 2015, the Government, with assistance from UNHCR, UNODC, IOM, UN Women, and the Council of Europe, offered training sessions on a regular basis to judges, police officers, *gendarmes*, and civil society stakeholders on human smuggling and trafficking in persons. Additionally, the Government cooperated with UNODC, IOM, and the Council of Europe to establish indicators to standardize procedures for identifying victims of human trafficking. The Government intends to use these procedures in a nationally integrated system of assistance provision for victims of human trafficking.(8) The Government, NGOs, and some international organizations have established effective informal procedures to refer human trafficking victims to social services.(8, 12, 53)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
MOESA, Office for the Fight Against Child Labor	Coordinate policies and efforts to combat child labor.(5, 54) Provide guidance and limited funding to NGOs working against child labor.(2)
Ministry of Solidarity, Women, Family and Social Development (MSWFSD)	Establish continuity of child protection and child labor elimination efforts. Increase children's access to education.(46, 55) Contributed to the drafting of the Integrated Public Policy on the Protection of Children. Responsible for coordinating the implementation of this policy.(6, 8)
Inter-Ministerial Delegation for Human Rights	Establish policies that promote child protection and coordinate efforts against trafficking in persons.(5, 8) Chaired by the Head of Government, the Delegation met in 2015 to adopt the Integrated Public Policy on the Protection of Children.(6, 8, 15)
Ministry of Moroccans Living Abroad and Migration Affairs	Coordinate efforts to reduce migrant vulnerability to child labor. Promote migrant children's access to public education facilities, thus decreasing their vulnerability to child labor and human trafficking.(5)
National Observatory for Children's Rights	Register complaints related to child welfare and refer them to labor inspectorate units and law enforcement officials. Operate a toll-free hotline available to child victims of violence, including commercial sexual exploitation.(2) Operate 96 Child Reception Centers that provide services to child victims of violence, sexual abuse, or neglect.(15)
Ministry of National Education and Vocational Training (MONEVT)	Provide education and job training to former child workers, including former child domestic workers.(8)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Morocco has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
MSWFSD's Integrated Public Policy on the Protection of Children	Promotes an interdisciplinary approach to respond to child exploitation, among other issues.(5, 6, 8) Includes the 2006–2015 National Plan of Action for Children.(15) The implementation of this policy in 2015 included coordination with Internet providers to protect children from sexual exploitation; a Ministry of Tourism communication strategy on child protection; and a mechanism to sensitize and educate tourism companies on the rights of children against all forms of exploitation, in line with the Moroccan Charter on Sex Tourism and based on the World Tourism Organization's Global Code of Ethics.(8, 15)
National Migration Strategy*	Establishes policies that promote a human rights-based approach to migration. Facilitates the integration of legal immigrants. Provides services, including expanding access to public education facilities for migrant children, thus decreasing their vulnerability to child labor and human trafficking.(2, 5, 52)
UNDAF (2012–2016)*	Promotes education, health, and socioeconomic development in an effort to alleviate poverty. Focuses on providing equal access to education for vulnerable children.(56, 57)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Morocco funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Partnerships between the Government and NGOs Working Against Child Labor†	MOESA provided financial to eight NGOs working against child labor. From January to November 2015, resulted in prevention efforts that reached 1,037 children, the removal of 1,069 children under age 15 from work and the provision of educational assistance to their families, the improvement of the work and living conditions of 1,067 children between ages 15 and 18, and the mobilization and capacity building of stakeholders in child labor prevention benefitting 9,672 persons.(6, 8, 15)
Promise Pathways: Reducing Child Labor Through Viable Paths in Education and Decent Work (2014–2017)	\$5 million USDOL-funded, 4-year program that aims to reduce child labor in Morocco by increasing access to education for 5,500 children (ages 6 to 17) and by providing livelihood and other social services to 1,000 siblings, parents, and caregivers age 18 and older in the Marrakech-Tensift-El-Haouz region. Conducts policy analysis and raises awareness on the hazards of child labor.(58) Builds the capacity of relevant government and nongovernment stakeholders to better address the issue. Targets children engaged in the production of handicrafts, domestic work, and agriculture.(5, 58)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Morocco.(59)
Rural Social Service Support	Royal family-funded, Mohammed V Foundation for Solidarity program that provides funding to NGOs that improve living conditions for very low-income populations.(5)
National Vocational Programs†	MONEVT program that provides education and training to at-risk youth; specific programs address factors that contribute to reduction of child labor.(2, 5)
Tayssir Conditional Cash Transfer Program†	MONEVT program that provides direct cash transfers of between \$7 and \$16 a month to qualifying families whose children meet school attendance criteria. Provides transportation and student housing through a program with <i>Entraide Nationale</i> .(5, 46) Aims to increase school enrollment and reduce dropout rates, particularly in rural areas.(27, 46, 60, 61) The program helped 828,400 students during the 2015–2016 school year with a budget of \$91.9 million, compared to \$86.4 million during 2014–2015, an increase of 6 percent.(6, 15)
MONEVT Funding for School Children†	MONEVT program that funds housing and transportation for school children. During the 2015–2016 school year: provided \$105 million to cover the costs of dormitories for 149,737 children, student cafeterias utilized by 1.4 million children, and student houses, known as <i>Dar Talib/Taliba</i> , for 149,737 children. Transportation assistance totaled \$3.8 million, which covered the costs of 516 buses and 15,454 all-terrain bikes, benefiting 122,636 students.(6, 15)
<i>Entraide Nationale</i> †	Prevent child labor through improving school retention rates, in particular for girls in rural areas. It coordinates with MSWFSD and provides social services in MSWFSD's social protection centers <i>Dar Talib</i> and <i>Dar Taliba</i> .(38)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
"A Million Backpacks"†	Continued government-funded \$38 million project that provides kits including backpacks, textbooks, and school materials. During the 2015–2016 school year, MONEVT provided 45% of the program's total budget, or \$17 million, which allowed 3,910,000 students to receive assistance.(6, 15)
Child Protection Centers†	Childhood Division of the Ministry of Youth and Sport program that provides social and educational services to minors referred by the courts. Serves victims of abuse, child laborers, and street children, among others. Aims to strengthen children's ties with their families and society.(62, 63)
Child Reception Centers†	Government program to provide Child Reception Centers staffed by nurses and social workers. As of 2015, 96 Centers were operational at major hospitals to provide medical services to victims of violence and trafficking in persons.(15)
Child Protection Units†	Government program that provides temporary shelter for street children, including former child domestic workers. Offers medical, legal, and psychological services. Based in Casablanca, Essaouira, Marrakech, Meknès, and Tangier.(23, 46, 64)
Social Welfare Program	UNDAF program that addresses education, including equal access to education, especially for vulnerable children. Also addresses health and socio-economic development of children.(2)
Taking Action Against Child Domestic Work in Africa and the Union of Mediterranean Countries (2011–2015)	\$1.3 million Government of France-funded, 5-year ILO IPEC regional project to combat child domestic labor.(65)
After-School Program for a Second Chance (E2C)†	Program provides students with after-school educational assistance. Was part of the Government's nonformal education program engagement during the 2014–2015 school year and involved partnership agreements with associations that provided assistance to 29,935 student beneficiaries and 139 migrant children beneficiaries, to a school accompaniment program that provided assistance to 2,708 beneficiaries and 190 migrant children beneficiaries, and to a community mobilization program for preschool children that provided assistance to 30,174 beneficiaries. During the 2015–2016 school year, 70,000 students benefited from enrollment in E2C programs, and these programs included an education integration component for 721 migrant children.(6, 15)
Program to Improve the Safety and Services at the Government's Child Protection Centers (2011–2015)	\$2 million USDOS-funded project implemented by Bluelaw to improve the safety and services of the Ministry of Youth and Sport's Child Protection Centers, by designing, and training staff on, a new set of standard operating procedures. Provide social and educational services to minors referred by the courts.(15, 38)
End Violence (2014–2015)	MSWFS program, with support from UNICEF, that seeks to end violence against children.(6, 8, 15) Launched a national public awareness campaign on November 20, 2014, to commemorate the International Day of Children's Rights and ran until May 25, 2015. Primary objective was to increase awareness of children's rights and efforts to protect children at home; at school; at work; and online.(6, 8, 15)
Favorable Opportunities to Reinforce Self-Advancement for Today's Youth (FORSATY) (2012–2017)	\$8.7 million USAID Morocco-funded, 5-year project implemented by IOM, seeks to prevent youth delinquency and reduce recidivism among at-risk youth. Implemented in close collaboration with MONEVT at the regional level and focuses on ensuring the social inclusion of marginalized youth, promoting a safer community environment, and strengthening NGOs and public youth-serving institutions.(15)

† Program is funded by the Government of Morocco.

Although the Government of Morocco has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Research could not find programs aimed at reducing child labor in domestic work and street peddling.

In 2015, NGOs that work with child laborers and at-risk children reported receiving only a small portion of their expected projected funding needs from the Government. They stressed that government support was not sufficient to carry out their activities; most were required to rely on private and international donations.(8, 15) NGOs reported that their government counterparts lack the necessary qualifications to address child labor issues effectively, especially in hospital and court units.(8, 15, 32)

Data gaps continue to exist regarding the nature and extent of child labor in Morocco. While the Government expressed its support to work with the ILO-IPEC on carrying out a national child labor survey, there have been insufficient efforts to begin implementing the survey.(2, 3, 5) Research is lacking particularly on the specific types of activities carried out by children working in farming, construction, and forestry, as well as comprehensive data on the number of child domestic workers, children subjected to commercial sexual exploitation, and children engaged in street work such as begging.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Morocco (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit child trafficking.	2014 – 2015
	Ensure that laws prohibit children from being used, procured, or offered for the production and trafficking of illicit drugs.	2015
	Ensure that all children are protected by law, including children who are self-employed, work for artisan businesses with less than five employees, or in private farms.	2009 – 2015
	Increase the penalties for those who employ children in hazardous work.	2012 – 2015
Enforcement	Make information publicly available on the funding of the labor inspectorate, the training system for inspectors, the number of inspections conducted at worksite and by desk review, and whether a reciprocal referral mechanism exists between labor authorities and social services.	2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor, and provide them with sufficient resources in order to provide adequate coverage of the workforce.	2012 – 2015
	Streamline child labor enforcement procedures among government agencies.	2013 – 2015
	Make information publicly available on the training system for criminal law enforcement investigators, the number of investigations, violations, prosecutions, and convictions for violations of criminal laws on the worst forms of child labor.	2012 – 2015
Policies	Integrate child labor elimination and prevention strategies into the National Migration Strategy and UNDAF policies.	2014 – 2015
Social Programs	Conduct a comprehensive study of children's work activities, including in domestic work, commercial sexual exploitation, street work, farming, construction, and forestry, to determine whether children are engaged in or at risk of being involved in child labor, and the number child laborers.	2013 – 2015
	Take measures to ensure children's safety in schools and remove barriers to education.	2013 – 2015
	Expand existing programs to address the scope of the child labor problem.	2014 – 2015
	Institute programs to address the worst forms of child labor in domestic work and street peddling.	2013 – 2015
	Ensure adequate funding for NGOs that carry out programs to combat child labor.	2014 – 2015
	Ensure that Government staff who carry out work related to child labor, especially those in hospital and court units, are qualified.	2013 – 2015

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In 2015, Mozambique made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government launched the National Reference Group for the Protection of Children and Combating Trafficking in Persons and sustained provincial-level reference groups throughout the country. The Government also launched the Five Year Government Plan to address and prevent violence against children, including the worst forms of child labor. However, children in Mozambique are engaged in child labor, including in agriculture and domestic work. The law does not prohibit hazardous occupations or activities for children, and education is only compulsory until age 13, leaving children ages 13 and 14 vulnerable to child labor. Law enforcement agencies lack the capacity to adequately address the scope of child labor in the country, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Mozambique are engaged in child labor, including in agriculture and domestic work.(1-9) Table 1 provides key indicators on children's work and education in Mozambique.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.5 (1,526,560)
Attending School (%)	5-14 yrs.	69.5
Combining Work and School (%)	7-14 yrs.	22.4
Primary Completion Rate (%)		47.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Clusters Survey 3, 2008.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cotton,* sesame,* tea,* cashews,* sugarcane,* and tobacco (1, 4-9, 12-17)
	Fishing, including preparing nets* (1, 5, 13)
	Forestry,* activities unknown (1)
	Cattle herding* (5)
Industry	Mining, including gold* and gemstones* (5, 8, 17-20)
	Construction,* including crushing stone* and making bricks* (5)
Services	Domestic work (4, 5, 7, 9, 12, 13, 15, 19, 21, 22)
	Street work, including car washing,* street vending, garbage scavenging,* collecting scrap metal,* and begging* (1, 4-8, 17, 22-27)
	Selling alcoholic beverages in markets* (7, 26)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (4, 5, 8, 17, 28-35)
	Forced labor in agriculture* and domestic work, each sometimes as a result of human trafficking (4-6, 20, 31, 34)
	Use in illicit activities, including stealing and assisting poachers in the illegal poaching industry* (5, 7)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Mozambique

MODERATE ADVANCEMENT

Girls from Malawi, Swaziland, and Zimbabwe voluntarily migrate to Mozambique, where they subsequently become victims of commercial sexual exploitation and forced domestic work, particularly in Manica province.(4, 31, 32, 34) Mozambican children, lured from rural areas with promises of work and education opportunities, are subjected to forced domestic work and commercial sexual exploitation in urban areas within Mozambique and in South Africa.(4, 6, 19, 28, 34, 36-38) Within Mozambique, the commercial sexual exploitation of children is especially prevalent in the urban regions of Beira, Chimoio, Maputo, and Nacala.(4, 28-30, 34) Commercial sexual exploitation of girls occurs in bars, in roadside clubs, and at restaurants in border towns and overnight stopping points along the southern transport corridor that links Mozambique, Swaziland, and South Africa.(4, 34) Research indicates that Mozambican children, particularly boys, are sometimes trafficked to South Africa for forced labor in agriculture, mining, and street vending.(6, 34)




Although tuition for primary education is free, families must provide supplies and uniforms.(4) Moreover, there are not enough schools to cover the population, and many students face difficulties traveling long distances to get to school, particularly in rural areas.(25, 39) In addition, physical and sexual abuse is common in schools; research found that some teachers demand sex from female students to promote them to the next grade.(2, 4)

It is estimated that more than two million children are orphaned, many as a result of the HIV/AIDS epidemic.(40) Additionally, the Government estimates that nearly 20,000 children are heads of households responsible for supporting their younger siblings.(41, 42) As a result, many children stop attending school in order to work, putting them at risk of engaging in the worst forms of child labor.(43)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Mozambique has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 26 of the Labor Law; Article 4 of the Regulations on Domestic Work (44, 45)
Minimum Age for Hazardous Work	Yes	18	Article 23 of the Labor Law (45)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Articles 5, 10, and 11 of the Trafficking in Persons Law ; Articles 196 and 198 of the Penal Code (43, 46)
Prohibition of Child Trafficking	Yes		Articles 5, 10, and 11 of the Trafficking in Persons Law (46)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 5, 10, and 11 of the Trafficking in Persons Law; Articles 226 and 227 of the Penal Code (43, 46)
Prohibition of Using Children in Illicit Activities	Yes		The Law on Drugs (47)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 1 of the Law on Compulsory Military Service (48)
Minimum Age for Voluntary Military Service	Yes	18	Law on Compulsory Military Service (48, 49)
Compulsory Education Age	Yes	13	Article 41 of the Law of Basic Child Protection (50, 51)
Free Public Education	Yes		Article 41 of the Law of Basic Child Protection (50)

The Labor Law's minimum age protections do not apply to children working outside of formal employment relationships.(3, 45, 51)

The Labor Law states that employers may not engage children under age 18 in unhealthy or dangerous work, but Mozambique has not determined by national law or regulation the types of hazardous work prohibited for children.(45, 47)

The Regulations on Domestic Work allow children ages 12 to 15 to conduct domestic work with the permission of their legal guardian.(44) Additionally, the Labor Law states that children ages 12 to 15 may work under certain conditions defined by the Council of Ministers.(45) However, the law does not determine the activities in which light work may be permitted, prescribe the number of hours per week for light work, or specify the conditions under which light work may be undertaken.(51)

While the Law on Drugs appears to contain provisions relating to the use of children for the production and trafficking of drugs, research did not uncover a public version of the Law on Drugs for review.(47)

The Government has reported that education is compulsory until age 13.(51) The gap between the end of compulsory education and the minimum age for work leaves children ages 13 and 14 vulnerable to child labor, including its worst forms.(51)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Employment, and Social Security (MITESS)	Enforce laws and regulations on child labor.(52) The Labor Inspectorate works with the National Police Force to enforce criminal law.(1)
The National Police Force	Enforce all criminal laws, including those related to the worst forms of child labor.(1) The Criminal Investigation Branch has a seven-person unit devoted to anti-human trafficking and violence against women and children; investigates cases and refers them to the Attorney General's Office.(1)
Attorney General's Office	Coordinate the Government's efforts against human trafficking and receive cases from the Criminal Investigation Branch of the National Police Force for prosecution.(1, 53) Lead the National Reference Group for the Protection of Children and Combating Trafficking in Persons and oversee the provincial-level human trafficking reference groups.(34, 54)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Mozambique took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (3)	Unknown
Number of Labor Inspectors	135 (3)	Unknown (52)
Inspectorate Authorized to Assess Penalties	Yes (3)	Yes (52)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown

Mozambique

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	Unknown (3)	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown (55)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (55)	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	No (52)
■ Routine Inspections Targeted	No (3)	No (52)
Unannounced Inspections Permitted	Yes (3)	Yes (52)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	No (3)	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (55)	Yes (56)

Inspectors are poorly trained, which limits their ability to enforce labor laws effectively.(57) Ministry of Labor, Employment, and Social Security (MITESS) officials can refer victims of child labor either to the police or to social workers from the Ministry of Gender, Children, and Social Action (MGCAS) for family assessment and potential placement of the children in a foster home.(55)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Mozambique took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (3)	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (54)
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown (3)	Unknown
Number of Violations Found	Unknown (3)	Unknown
Number of Prosecutions Initiated	Unknown (3)	Unknown
Number of Convictions	Unknown (3)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (58)	Yes (56)

In October 2015, the Government trained 30 judges in anti-human trafficking legislation.(54) However, research found that law enforcement officials responsible for investigating and prosecuting criminal child labor cases are poorly trained.(5, 57) Many cases are of very low quality and lack appropriate evidence for prosecution.(1)

Standardized procedures are in place for courts to refer victims of human trafficking to MGCAS' offices throughout the country, so they can receive support and reintegration services.(58) However, research did not find referral mechanisms for victims of other worst forms of child labor.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism on human trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Reference Group for the Protection of Children and Combating Trafficking in Persons*	Coordinate efforts to combat all forms of human trafficking. Led by the Attorney General's Office and composed of representatives from MITESS; the Ministry of Gender, Children, and Social Action (MGCAS); the Ministries of Justice, Interior, Health, Immigration, and Education and Human Development; the Mozambican Human Rights League; Save the Children; the Association of Traditional Healers of Mozambique; IOM; and Mozambican media agencies.(54)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Human Trafficking Reference Groups	Coordinate provincial efforts to address human trafficking. Composed of local officials, the National Police Force, border guards, social workers, NGOs, and faith-based organizations.(34) In 2015, the Government established three additional groups, resulting in national coverage.(34)
National Council on the Rights of the Child	Coordinate efforts to promote the welfare of children. Led by MGCAS and composed of civil society representatives and the Ministries of Justice, Education and Human Development, Health, and Youth and Sports.(13)
National Commission on Children's Rights	Oversee and report on children's rights in Mozambique to the African Charter and other international bodies; and perform consultations and deliberations on national action plans and legislation.(55) Inter-ministerial body created in 2010; includes representatives from MGCAS, and from the Ministries of Education and Human Development, Health, Interior, and Justice; civil society organizations; and religious organizations.(1, 55)
The Ministry of Interior's Women and Children Victim Assistance Units (GAMC)	Provide services to children who have been victims of crimes, including human trafficking, sexual abuse, domestic violence, and sexual assault. Officials operated facilities in more than 215 police stations and 22 victims of violence centers throughout the country.(34, 59)
MGCAS	Provide support and reintegration services to victims of human trafficking.(53)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Mozambique has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for Children II (2013–2019)	Establishes four priority areas: child survival, child development, child protection, and child participation. Aims to reduce child labor in the area of child protection.(60)
Five-Year Government Plan (2015–2019)†	Prioritizes the prevention of violence against children, including human trafficking and exploitative child labor.(61)
Employment and Vocational Training Strategy (2006–2015)	Reduces poverty and unemployment by working with employers, workers, and members of civil society. Conducts child labor research on different topics and sectors to help design and implement government interventions.(13) Establishes support for participating institutions; implements policies and legislation on child labor; and provides training on child labor for institutions, stakeholders, and civil society.(13)
Education Strategic Plan (2012–2016)*	Aims to guarantee that all children have the opportunity to complete a basic quality education of 7 years. The plan's long term mission aims to build an education system based on 9 or 10 years of compulsory education for all children.(60)
Civil Registration and Vital Statistics Investment Plan*	Plans to strengthen legislation, raise awareness, and increase the registration of vital events, including birth registration.(43) Includes UNICEF and WHO in collaboration with the Ministries of Justice, Health, and Interior, as well as the National Institute of Statistics.(43, 62)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2014, MITESS submitted a draft National Action Plan on Child Labor to a consultative committee composed of representatives from various government ministries, unions, and the private sector. The draft remains under review.(3)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Mozambique funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Mozambique.(63) In 2014, MITESS conducted a small-scale child labor study in partnership with the University of Eduardo Mondlane; however, the Government has not yet developed a final report presenting the study's findings.(3)

Mozambique

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Decent Work Country Program (2011–2015)	ILO-implemented program in partnership with the Government that contributed to the national priorities of inclusive and sustainable growth and poverty reduction by providing opportunities for decent work for all. Special emphasis was placed on the most vulnerable groups in the labor market.(25) Provided the Labor Inspectorate with a mandate to focus on eliminating child labor.(25)
Strengthening Coordination to Respond to Trafficking in Persons and Ensure Justice and Protection for All Victims of Trafficking in Mozambique (2014–2017)	\$750,000, USDOS-funded, 3-year project implemented by IOM to support the establishment and institutionalization of a national human trafficking referral mechanism, including for victims of child trafficking. Includes upgrading shelter facilities, training staff to meet the minimum requirements for offering aftercare services to victims of human trafficking, and providing comprehensive protection services.(64)
Cash Transfer Program for Children Heads of Household†	Government and USAID-funded program that provides cash transfers to children heads of households until age 18.(1, 65)
Programs For Street Children†	Government and civil society-organized programs that provide shelters and schooling to prepare street children for reintegration into society.(65)
Direct Support to Schools Program†	\$17.3 million, Government-funded program that provides funds to school councils and parent associations for use in improving access to and quality of education.(55, 65)
UNICEF Radio Program	UNICEF program established in coordination with the Government to communicate issues of child abuse, including child labor, on national and community radio broadcasts.(55)
Victims of Violence Centers†	Government-funded program implemented by GAMC that provides temporary shelter, food, limited counseling, and monitoring following reintegration for victims of crime. There are 22 centers located throughout the country.(34, 53)
Speak Child-116	NGO-funded program that runs a hotline to receive complaints of child abuse, including those related to child labor and sexual exploitation.(3)
Permanent Shelter for Vulnerable Children†	Funded and operated by MGCAS and Save the Children, and staffed with two psychologists to provide services to vulnerable children, including trafficking victims.(59)

† Program is funded by the Government of Mozambique.

Although the Government has implemented programs that target street children and child victims of commercial sexual exploitation and human trafficking, research found no evidence that it has carried out programs to assist children engaged in agriculture and domestic work. Additionally, the scope of existing programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Mozambique (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children are protected by law, including children working outside of formal employment relationships.	2015
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2015
	Establish the activities, number of hours per week, and conditions under which light work may be undertaken.	2015
	Make the Law on Drugs publicly available.	2015
	Raise the age of compulsory education to be consistent with the minimum age for employment.	2009 – 2015
Enforcement	Make law enforcement information publicly available, including the Labor Inspectorate's funding; the number and training of labor inspectors; the number and type of labor inspections conducted; the number of child labor violations, citations, and penalties; as well as the training of investigators responsible for enforcing laws on the worst forms of child labor; and the number of investigations, violations, prosecutions, and convictions.	2009 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the Labor Inspectorate by initiating routine inspections and targeted inspections based on analysis of data on risk-prone sectors and patterns of serious incidents.	2015
	Allocate sufficient resources to law enforcement agencies in order to: <ul style="list-style-type: none"> ■ Provide labor inspectors with adequate training on child labor; ■ Provide adequate training to criminal law enforcement officials to ensure violators are prosecuted. 	2009 – 2015
	Establish referral mechanisms to link all victims of the worst forms of child labor with the appropriate social services.	2014 – 2015
	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2010 – 2015
Coordination	Integrate child labor elimination and prevention strategies into existing policies.	2010 – 2015
Government Policies		
Social Programs	Take measures to ensure all children have access to education, by providing supplies and establishing an adequate number of classrooms. Protect students from teachers who demand sex as a condition for advancement.	2010 – 2015
	Make the results of the child labor study publicly available and use the findings to inform policies and programs.	2015
	Institute programs to address child labor in agriculture and domestic work, and expand existing programs in order to address the scope of the child labor problem.	2010 – 2015

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In 2015, Namibia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government passed the Child Care and Protection Act, which criminalizes child trafficking, commercial sexual exploitation of children, and the use of children in illicit activities. The Government also ordered the elimination of secondary education school fees and implemented regulations that prohibit the employment of domestic workers less than 18 years. However, children in Namibia are engaged in child labor, including in herding livestock, and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Gaps remain in existing laws regarding the prohibitions on hazardous work for children in agriculture and there are no existing social programs that specifically target child labor in agriculture.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Namibia are engaged in child labor, including in herding livestock. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking.⁽¹⁻³⁾ Although the Government of Namibia published *the Young People in Namibia: An Analysis of the 2011 Population and Housing Census* and *A Namibia Fit for Children: 25 Years of Progress* in 2015, data discussed in those reports were not available for analysis in this report. Table 1 provides key indicators on children's work and education in Namibia. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		86.5

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.⁽⁴⁾

Data were unavailable from Understanding Children's Work Project's analysis, 2015.⁽⁵⁾

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Tending and herding livestock, including cattle, sheep,* and goats* (1-3, 6, 7)
Services	Domestic work (2, 3, 9, 10)
	Taking care of children* (11, 12)
	Working in bars called shebeens*(13)
	Street work,* including selling candies,* fruits,* handicrafts,* and cell phone air time vouchers* (13, 14)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (3, 7, 12)
	Forced labor in agriculture, cattle herding, and domestic work, each sometimes as a result of human trafficking (3, 12, 13, 15)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.

Namibia




MODERATE ADVANCEMENT

Children in Namibia are trafficked and subjected to commercial sexual exploitation and forced labor in agriculture and domestic work. Some children from Angola, Zambia, and Zimbabwe are trafficked for commercial sexual exploitation and forced labor in the fishing sector and in organized street vending in Windhoek and other cities.(3) Children orphaned as a result of HIV/AIDS and San and Zemba children are particularly vulnerable to child labor. San and Zemba children are especially vulnerable to forced labor on farms or in homes and, to a lesser extent, are exploited in prostitution.(3, 13, 16, 17) Namibian children as young as 10 years old are also found in the Caprivi, Kavango, Oshikoto and the Ohangwena regions working an average of 11 hours a day as herd boys, weeders, plowers, and harvesters.(18, 19)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Namibia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Chapter 2, Article 3(2) of the Labor Act (20)
Minimum Age for Hazardous Work	Yes	18	Article 15 of the Constitution; Chapter 2, Article 3(4) of the Labor Act (20, 21)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Chapter 2, Articles 3(3)(d) and 4 of the Labor Act; Article 234 of the Child Care and Protection Act (20, 22, 23)
Prohibition of Forced Labor	Yes		Article 9 of the Constitution; Chapter 2, Article 4 of the Labor Act; Section 15 of the Prevention of Organized Crime Act; Articles 202 and 234 of the Child Care and Protection Act (20, 21, 23, 24)
Prohibition of Child Trafficking	Yes		Section 15 of the Prevention of Organized Crime Act; Articles 202 and 234 of the Child Care and Protection Act (23, 24)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 2 of the Combating of Immoral Practices Act Amendment Act; Article 234 of the Child Care and Protection Act (23, 25)
Prohibition of Using Children in Illicit Activities	Yes		Articles 234 of the Child Care and Protection Act(23)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Chapter 9 of the Namibian Defense Force Personnel Policies (9, 13, 26)
Compulsory Education Age	Yes	16	Article 20 of the Constitution (21)
Free Public Education	Yes		Article 20 of the Constitution (21)

* No conscription (26)

During the year, the Government of Namibia via cabinet resolution ordered the elimination of all secondary education fees starting in 2016.(8) The Government also passed the Child Care and Protection Act which criminalizes child trafficking, commercial sexual exploitation of children, and the use of children in illicit activities.(8, 23) Additionally, the Ministry of Labor, Industrial Relations and Employment Creation (MLIREC) developed regulations in 2014 that prohibited the employment of domestic workers under the age of 18, and these regulations came into effect on April 1, 2015.(8)

The Namibian Constitution states that children under age 16 should not be required to perform work that is likely to be hazardous. However, the Labor Act states that children between 16-18 years may perform hazardous work subject to approval by the MLIREC and in accordance with the restrictions outlined in Articles 3(c) and 3 (d) of the Labor Act.(20, 21) Under Articles 3(c) and 3(d) of the Labor Act, children are prohibited from hazardous work including underground work, mining, construction, demolition, manufacturing, electrical work, installation of machinery, and night work. However, the law does not prohibit hazardous work for children in the agricultural sector, where there is evidence of children working 11 hours a day doing weeding and plowing as herd boys.(18, 19) The MLIREC reported that it drafted additional hazardous work prohibitions, but these have not been approved.(8, 14, 27)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Industrial Relations and Employment Creation (MLIREC)	Enforce child labor laws and investigate allegations of violations, including forced labor. Responsible for cases involving human trafficking and commercial sexual exploitation of children.(1, 9, 28) Work with the Ministry of Safety and Security (MSS); Ministry of Gender, Equality, and Child Welfare (MGEWCW); Namibia Central Intelligence Service; and Ministry of Education (MOE) on child labor matters.(1, 9) Lead these ministries in joint inspection teams.(1, 9, 28)
Ministry of Safety and Security (MSS)	Enforce criminal laws and conduct site visits with labor inspectors.(1, 9) The MSS through the Namibian Police handles enforcement.(9)
Ministry of Gender, Equality, and Child Welfare (MGEWCW)	Collaborate with the Namibian Police's Gender Based Violence Protection Units (GBVPUs) to address child labor issues. Responsible for cases involving human trafficking and commercial sexual exploitation of children.(9, 28, 29) Remove children from child labor situations during inspections and take them to a regional GBVPU to receive assistance from MGEWCW social workers or to an MGEWCW shelter, eight of which exist throughout the country.(29)
Joint Child Labor Inspection Committee	Coordinate activities to enforce child labor laws. Committee includes the Ministry of Labor, Industrial Relations and Employment Creation (MLIREC), Ministry of Safety and Security (MSS) and the Ministry of Gender Equality and Child Welfare (MGEWCW).(1) Refer children identified during labor inspections to MGEWCW social workers or to an MGEWCW-operated shelter for care.(1)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Namibia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$4,797,000 (8)	\$3,750,000 (8)
Number of Labor Inspectors	88 (27)	97 (8)
■ Number of Child Labor Dedicated Inspectors	2 (8)	2 (8)
Inspectorate Authorized to Assess Penalties	No (8)	No (8)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (8)	Yes (8)
■ Training on New Laws Related to Child Labor	Yes (8)	Yes (8)
■ Refresher Courses Provided	Yes (8)	Yes (8)

Namibia

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	2,748 (8)	6,073 (8)
■ Number Conducted at Worksite	2,748 (8)	6,073 (8)
■ Number Conducted by Desk Reviews	N/A (8)	N/A (8)
Number of Child Labor Violations Found	0 (8)	0 (8)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (8)	N/A (8)
■ Number of Penalties Imposed That Were Collected	N/A (8)	N/A (8)
Routine Inspections Conducted	Yes (8)	Yes (8)
■ Routine Inspections Targeted	Yes (8)	Yes (8)
Unannounced Inspections Permitted	Yes (8)	Yes (8)
Unannounced Inspections Conducted	Yes (8)	Yes (8)
Complaint Mechanism Exists	Yes (8)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (8)

*The Government does not make this information publicly available.

NGOs reported that the MLIREC lacked sufficient resources such as office space and transportation to enforce child labor laws. Inspectors have the legal authority to inspect private farms but encounter difficulties accessing the properties because the gates to such farms are almost always locked as a security measure.(8) NGOs also reported difficulties accessing such locations, making it challenging to address child labor concerns.(1, 7, 27)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Namibia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Number of Investigations	Unknown (8)	0 (8)
Number of Violations Found	Unknown (8)	0 (8)
Number of Prosecutions Initiated	0 (27)	1 (8)
Number of Convictions	N/A (8)	1 (8)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8)	Yes (8)

The Government has a toll-free hotline operated by Namibian Police for reporting crimes, including child trafficking. An NGO operates a separate hotline that offers resources to victims of gender based violence and child exploitation and makes referrals to relevant government organizations. During the year a perpetrator was convicted on a total of 11 counts for trafficking of children for commercial sexual exploitation and subsequently sentenced to 13 years in prison.(8)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Inter-Ministerial Committee on Child Labor	Coordinate Government policies and efforts to combat child labor. The committee consists of officials from the Ministry of Education (MOE), Ministry of Gender Equality and Child Welfare (MGECW), Ministry of Safety and Security (MSS), as well as the Office of the Ombudsman.(27) The committee was inactive during the year.(8)
Gender Based Violence Protection Units	Coordinate the efforts of ministries, including Ministry of Labor, Industrial Relations and Employment Creation (MLIREC), Ministry of Home Affairs and Immigration, Namibian Police, MGECW, and MOE that handle the worst forms of child labor. In addition, all these ministries participate in MLIREC-led inspection teams that investigate labor violations in the country.(9) Currently, there are 15 units in the country.(8)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Child Care and Protection Forums	Organize forums to address child protection issues and services within the country and includes regional councils, MGECW social workers, government agencies, NGOs, community leaders, churches, and other local-level stakeholders.(9)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Namibia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Decent Work Country Program (2010-2016)	Outlines strategies for promoting decent work in Namibia. Prioritizes employment promotion, and enhanced social protections, and strengthening social dialogue and tripartism. Includes elimination of forced labor and child labor as an outcome.(30) The program was extended to 2016.(31)
National Development Plan IV (2012/2013-2016/2017)	Includes goals for addressing child protection and trafficking concerns.(1, 32)
National Plan of Action on Gender-Based Violence (2012-2016)	Establishes a plan for reducing incidences of gender-based violence and improving the country's understanding and response. The plan also addresses child protection and trafficking concerns.(1, 9, 33)
National Protection Referral Network*	Determines how services should be provided to children experiencing any form of abuse.
Education for All National Plan of Action (2002-2015)*	Focuses on providing all children, including the most vulnerable, with relevant and quality education.(34)
National Agenda for Children (2012-2016)*	Establishes guidelines for Government in advancing and protecting children's rights.(12, 35)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Namibia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. The Government has other programs that may have an impact on child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues (2011- 2017)	USDOL-funded and implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 project established by the Hague Global Child Labor Conference in 2010.Aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and strengthen legal protections and social service delivery for child domestic workers.(36) During the year, the ILO held a workshop that presented the legal and situational analysis on children in domestic work to 23 participants, including social partners and members from civil society. (37)
Social Protection System†	UNICEF financially supports the MGECW comprehensive, social protection system that includes grants for orphans and children in foster care and child maintenance grants for children whose parents have died, are on pension, or are in prison.(9, 38) The program was expanded to 2018.
Namibian School Feeding Program†	Government program providing mid-morning meals to about 330,000 school children throughout the country.(39)
National Youth Service†	Government program offering training in civic education, national voluntary service, and job skills to unemployed youth, some of whom have never attended school.(39)
Birth Registration and Documentation	UNICEF and Government-sponsored efforts to register births and issue birth certificates, including through mobile birth registration.(17)
Shelters and victim services†	Government-established six operational shelters for women and children that assist victims of sexual assault, gender-based violence, and the worst forms of child labor.(9) In addition, there are 15 Gender Based Violence Protection Units that serve as a "one-stop-shop" for victim protection that provide lodging, medical, and psychosocial care for victims. Also, provides subsidies and funding to NGOs that assist victims of trafficking.(29)

† Program is funded by the Government of Namibia.

During the year, the Government developed a Training of Trainers Manual on School Health for teachers, health workers, and social workers. The manual instructs teachers, health workers, and social workers on how to identify health issues such as child abuse and neglect that may affect a student's academic performance. (40) In March 2015, the manual was used in a workshop to train teachers, health workers, and social workers. (40) Although the Government of Namibia provides assistance to vulnerable children and services to some victims of child labor, research found no evidence of programs specifically addressing children working in agriculture or domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Namibia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish hazardous work prohibitions for children in the agriculture sector.	2014–2015
Enforcement	Ensure that sufficient resources such as office space and transportation are available for labor inspectors to facilitate enforcement of child labor laws.	2014–2015
	Ensure that labor inspectors can access large communal and family-owned commercial farms to conduct labor investigations.	2014–2015
	Make information publicly available about the types of trainings for criminal investigators receive concerning child labor, including its worst forms.	2015
Coordination	Ensure that child labor coordination committees such as the Inter-Ministerial Committee on Child Labor are active during the year.	2015
Government Policies	Integrate child labor elimination and prevention strategies into existing education and youth policies.	2013–2015
Social Programs	Conduct research on the prevalence of child labor to inform the development of policies and social programs to address children working in agriculture.	2013–2015
	Institute programs to address child labor in agriculture and domestic work.	2009–2015

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Nepal

MODERATE ADVANCEMENT

In 2015, Nepal made a moderate advancement in efforts to eliminate the worst forms of child labor. The Ministry of Labor and Employment launched an initiative to conduct unannounced monitoring visits at 100 establishments in formal and informal sectors where child labor is more common. The Ministry of Women, Children, and Social Welfare designated 22 Child Protection Officers and 53 Child Protection Inspectors to investigate and manage cases involving violations of children's rights. Following the April 2015 earthquake, government agencies took actions to reduce the vulnerability of children to human trafficking.

However, children in Nepal are engaged in child labor, including in the production of bricks, and in the worst forms of child labor, including in commercial sexual exploitation. Nepal lacks a compulsory education law, and children ages 16–17 are excluded from the protections of the country's hazardous work list, leaving children vulnerable to the worst forms of child labor. The Labor Inspectorate's budget, the number of labor inspectors, and the resources and training are all insufficient for enforcing labor laws, including those related to child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nepal are engaged in child labor, including in the production of bricks.(1, 2) Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(3-6) Table 1 provides key indicators on children's work and education in Nepal.

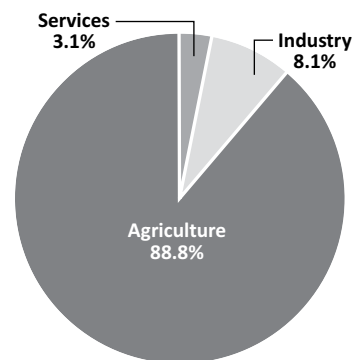
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	33.7 (2,097,163)
Attending School (%)	5-14 yrs.	89.5
Combining Work and School (%)	7-14 yrs.	35.2
Primary Completion Rate (%)		105.7

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2008.(8)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, activities unknown (9-11)
	Herding and feeding livestock* (12, 13)
Industry	Producing bricks (1, 2, 10, 13, 14)
	Quarrying, collecting, and breaking stones, and quarrying and collecting sand* (10, 13, 15)
	Construction,*† activities unknown (10, 11, 14)
	Weaving carpet† (13, 14, 16, 17)
	Producing embellished textiles (zari)† (13, 18)
	Producing metal crafts* (10, 14)
Services	Domestic service (11, 13, 14, 19-21)
	Working in transportation*† (11, 13, 14, 22)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Working in hotels,* restaurants,* and tea shops* (3, 10, 13)
	Portering* (13, 14, 23)
	Collecting and selling recyclable waste (10, 24)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (3, 13, 25, 26)
	Domestic work* and begging,* each as a result of human trafficking (3, 6, 21, 27)
	Forced labor in the production of embellished textiles (zari) sometimes as a result of human trafficking (3, 6, 28)
	Forced labor in agriculture,* producing bricks, quarrying and breaking stones, and weaving carpets (6, 16, 29, 30)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are trafficked within Nepal and to India, the Middle East, Asia, and Sub-Saharan Africa for commercial sexual exploitation.(3, 25, 26) Nepali children are trafficked to India for various types of work, including in the leather and garments industries.(31, 32)




Research indicates that not all children in Nepal have access to education, which increases their risk of engaging in the worst forms of child labor. Some rural villages do not have secondary schools, causing some children to walk for hours to attend classes.(33) The costs of teacher's fees, books, and uniforms are prohibitive for many families, and some children, often girls, are not sent to school.(34, 35) In addition, a lack of sanitation facilities in schools also deters some girls from attending.(36) Children with disabilities face barriers to education in some cases, including denial of school admission.(37)

Earthquakes in April and May 2015 increased children's vulnerability to human trafficking and labor exploitation due to the widespread closure of schools and the destruction of services and infrastructure.(38, 39)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Nepal has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 3(1) of the Child Labor (Prohibition and Regulation) Act (40)
Minimum Age for Hazardous Work	Yes	17	Section 3(2) of the Child Labor (Prohibition and Regulation) Act (40)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Schedule 1 of the Child Labor (Prohibition and Regulation) Act (40)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Section 4 of the Bonded Labor (Prohibition) Act; Section 4 of the Child Labor (Prohibition and Regulation) Act; Sections 3, 4, 15(1), and 15(2) of the Human Trafficking and Transportation Control Act (40-42)
Prohibition of Child Trafficking	Yes		Sections 3, 4, 15(1), and 15(2) of the Human Trafficking and Transportation Control Act (42)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 3, 4, 15(1), and 15(2) of the Human Trafficking and Transportation Control Act; Sections 16(2) and 16(3) of the Children's Act (42, 43)
Prohibition of Using Children in Illicit Activities	No		Section 16(4) of the Children's Act (43)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Military Service Regulations (44)
Compulsory Education Age	No		
Free Public Education	Yes		Section 16D of the Education Act (45)

* No conscription (46)

On September 20, 2015, Nepal adopted a new Constitution, which carried over provisions of the Interim Constitution prohibiting the exploitation of children; the employment of children in factories, mines, and other hazardous occupations; and child trafficking. Provisions from the interim Constitution prohibiting human trafficking, bonded labor, and forced labor were also carried over to the new Constitution.(10)

During the previous reporting period, the Ministry of Land Reform and Management drafted a Bonded Labor Bill, which addresses the elimination of all forms of bonded labor in agriculture, including the Haruwa and Charuwa systems. The bill continues to await finalization by an Inter-Ministerial Committee.(47)

The Child Labor (Prohibition and Regulation) Act sets the minimum age for hazardous work at 17 by defining a child as a minor who has not completed the age of sixteen years. This law is not consistent with international standards as it fails to protect children age 17 from work that could jeopardize their health and safety.(40, 48) The types of hazardous work prohibited for children do not cover brickmaking, a sector in which there is evidence that work involves carrying heavy loads and exposure to hazardous substances.(1, 40)

The legal framework does not specifically prohibit slavery as a form of forced labor.(40-42) While the Human Trafficking and Transportation Control Act increases penalties in cases of child trafficking for prostitution, the legal framework does not include increased penalties for cases involving child trafficking for forced labor.(42) The legal framework also does not explicitly prohibit offenses related to the use of a child in the production of pornography and pornographic performances or the possession of child pornography.(43) While the Children's Act criminally prohibits the use of children in the distribution of drugs, the law does not prohibit the use of children in the production of drugs and it does not extend to children who are 17 years of age.(43)

There is no compulsory age for education, which increases the risk of children's involvement in child labor.(45)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor (DOL), Ministry of Labor and Employment (MoLE)	Enforce labor laws, including those involving child labor. Investigations and hearings are carried out from 10 District Labor Offices.(49)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Nepal Police Women and Children Service Directorate (Women's Cell)	Investigate crimes involving women and children, including human trafficking. Conduct work through the Nepal Police Women and Children Service Centers located in all 75 districts.(50) Complaints received about child labor in districts without a District Labor Office can be handled by the Nepal Police.(49)
Ministry of Land Reform and Management	Enforce laws that prohibit bonded labor in agriculture.(51)
Child Protection Officers and Investigators, Department of Women and Children	Investigate and manage cases involving violations of children's rights. In 2015, the Ministry of Women, Children, and Social Welfare (MWCSW) designated 22 Child Protection Officers and 53 Child Protection Inspectors to carry out these roles.(10, 52)
District Court	Enforce children's rights stipulated by the Children's Act.(52)
Office of the Attorney General, Ministry of Law	Prosecute human trafficking-related cases from the district level to the Supreme Court.(50)
Monitoring Action Committees, MWCSW	Investigate reports of commercial sexual exploitation at the district level, including the exploitation of children in the adult entertainment sector.(53)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Nepal took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (49)	Unknown (10)
Number of Labor Inspectors	Unknown (49)	7‡ (10)
Inspectorate Authorized to Assess Penalties	Yes (49)	Yes (49)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (49)	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown (49)	Unknown (49)
Number of Labor Inspections	945† (10)	1,437‡ (10)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	55† (49)	Unknown (10)
Number of Child Labor Violations for Which Penalties Were Imposed	55† (49)	Unknown (10)
■ Number of Penalties Imposed That Were Collected	55† (49)	Unknown (10)
Routine Inspections Conducted	Unknown	Yes (10)
■ Routine Inspections Targeted	Unknown	Yes (10)
Unannounced Inspections Permitted	Yes (49)	Yes (10)
Unannounced Inspections Conducted	Yes (49)	Yes (10)
Complaint Mechanism Exists	Yes (10)	Yes (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (10)	Yes (10)

† Data are from the Government of Nepal for the period from July 2013 to July 2014.

‡ Data are from the Government of Nepal for the period from July 2014 to July 2015.

In 2015, for the first time, the Department of Labor (DOL) provided information about labor inspectorate funding. The budget for general labor inspections for the Nepali fiscal year was \$7,250, which included a \$2,000 budget for inspections focused on child labor.(10) DOL officials noted that the budget was inadequate and had been decreased from the previous year. They also noted that the number of inspectors is inadequate.(10) According to the ILO's standard of 1 inspector for every 40,000 workers in developing economies, Nepal should employ approximately 380 inspectors in order to adequately enforce labor laws throughout the country.(54-56) Inspectors periodically receive training on child labor laws and inspection, although this training does not necessarily coincide with the beginning of employment.(49)

During the reporting period, DOL increased the number of inspections that exclusively focused on child labor from 92 in fiscal year 2013/2014 to 389 in fiscal year 2014/2015. During fiscal year 2014/2015, 86 children were rescued as a result of DOL

Nepal

MODERATE ADVANCEMENT

referrals to District Child Welfare Boards and NGOs.(10) The Ministry of Labor and Employment (MoLE) also launched an initiative to conduct unannounced monitoring visits at 100 establishments in formal and informal sectors where child labor is more common, including brick kilns, embroidery, hotels, and restaurants.(10)

The size of fines and employer-paid compensation imposed by Labor Officers was not sufficient to deter child labor violations.(10)

In 2015, DOL submitted to MoLE three sets of draft regulatory guidelines that address child labor inspection and monitoring; the rescue, reintegration, and rehabilitation of child laborers; and the litigation and prosecution of cases. MoLE is in the process of conducting a review of the documents prior to granting final approval.(10)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Nepal took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (10, 26)
Number of Investigations	136† (49)	181‡ (10)
Number of Violations Found	Unknown	Unknown (10)
Number of Prosecutions Initiated	Unknown	Unknown (10)
Number of Convictions	Unknown	Unknown (10)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (49)	Yes (10)

† Data are from the Government of Nepal for the period from July 2013 to July 2014.

‡ Data are from the Government of Nepal for the period from July 2014 to July 2015.

From July 2014 to July 2015, 181 human trafficking cases involving 280 victims, including 95 victims under age 18, were registered with the police. The majority of the cases involved sex trafficking to India.(10) However, Nepal does not have a centralized database of criminal human trafficking investigations nor a coordinated approach for gathering and storing data.(53)

While the Nepal Police investigators have insufficient resources, during the reporting period, the Government did increase material support and training to the Nepal Police, including to the Women's Cell, to build their capacity to investigate crimes against women and children.(10) The Ministry of Land Reform and Management lacks the capacity to enforce laws that prohibit bonded labor.(44)

Following the April 2015 earthquake, the Government took actions to reduce the vulnerability of children to human trafficking. The Nepal Police issued orders for personnel at camps for displaced persons, border crossings, and transportation hubs to be alert to activities that may involve child trafficking. Monitoring operations were set up at 10 strategic points on highways, and checkpoints on Nepal's borders with India and China were increased from 8 to 22.(26)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Child Labor Elimination Section, MoLE	Coordinate, monitor, and report on all efforts to address child labor. Implement a national action plan on child labor once it is approved.(57)
Central Child Welfare Board (CCWB), MWCSW	Monitor and report on the enforcement of laws and the implementation of policies related to child protection in coordination with District Child Welfare Boards.(52) Coordinate with MoLE and civil society to formulate and implement child protection and child labor-related policies.(49) In 2015, CCWB published a child protection mapping and assessment report to provide the Government with recommendations for future child protection policies and programs.(52)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
District Child Welfare Boards (DCWBs)	Report on child welfare activities, monitor child care homes, mobilize resources for children at risk, receive and respond to child protection cases, and establish referral mechanisms. Consists of social workers, medical practitioners, and government officials.(52) Child Rights Officers coordinate and monitor child welfare activities and are appointed by, and report to, the DCWBs. In 2015, the number of Child Rights Officers decreased from 75 to 63 due to reduced NGO funding.(10)
National Network Against Child Labor	Serve as a referral mechanism for children who are found in child labor to access services.(58) Consists of District Labor Officers, District Women and Children Officers, officers from the Nepal Police Women and Children Service Centers, Chief District Officers, NGOs, and thousands of youth clubs.(50)
Inter-Agency Coordination Group	Collaborate with the Government in assessing and mapping child protection in Nepal. Composed of UNICEF, Plan Nepal, Save the Children International, Terres des Hommes, World Vision, and World Education International.(59)
National Coordination Committee on Human Trafficking	Serve as the lead agency involved in policy to control human trafficking. Implement laws and counter-trafficking efforts, including working with NGOs to link children to proper services.(50) Formed by the MWCSW and made up of senior officials from the MWCSW and other ministries, as well as representatives of NGOs, intergovernmental agencies, and victims of human trafficking.(50) Enhance coordination between central and district-level officials and NGOs through regular meetings and trainings with officials from District Committees for Controlling Human Trafficking and newly created Village Committees.(53) By 2015, 187 Local Committees for Controlling Human Trafficking had been established by USAID's Combating Trafficking in Person program, and MWCSW had established 136 Local Committees.(26)
National Human Rights Commission	Monitor and receive complaints on child rights violations.(52) Report on the status of trafficking in persons victims and coordinate with civil society organizations through the Office of the Special Rapporteur on Trafficking.(50, 52)

Since the expiration of the National Master Plan on Child Labor (2004-2014), Nepal does not have a mechanism, such as a national steering committee, to coordinate efforts to eliminate child labor across government ministries.(10)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Nepal has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
School Sector Reform Plan (2009–2015)	Targets children out of school and at risk of entering the worst forms of child labor. Aimed to expand access to education and provide alternative schooling and non-formal education to vulnerable populations.(50, 60) Overseen by the Ministry of Education.(50, 60)
National Planning Commission's Three-Year Plan (2013–2015)	Aimed to create an enabling environment for the protection and promotion of children's rights, including elimination of child labor and child abuse in all sectors.(49)
National Plan of Action Against Trafficking in Persons (2011–2016)	Promotes and protects the rights of human trafficking victims and survivors, and outlines policies for providing justice and punishing perpetrators.(4) In 2015, MWCSW, with support from the Combating Trafficking in Persons program, conducted 6 two-day regional workshops, covering all 75 districts. Roles and responsibilities of district-level agencies were clarified and the budget and timeline to accomplish the goals of the national action plan were established.(26) Chief District Officers, Women Development Officers, district attorneys, and local officials attended the program.(26)

In 2015, MoLE officials worked on a five-year national action plan that aims to eliminate child labor by 2020. MoLE seeks to finalize the draft plan and submit it for Cabinet approval in 2016.(10)

Following the April 2015 earthquake, the Government adopted policies to reduce the vulnerability of children to human trafficking. The MWCSW required that when children under 16 years of age travel, they must be accompanied by a parent or legal guardian, unless an exception was approved by the District Child Welfare Board.(26) The MWCSW also increased monitoring of child welfare homes and temporarily suspended the registration of new homes.(26)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Nepal funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Comprehensive Child Labor Program (2011–2015)	UNICEF National Committee-funded program, implemented by UNICEF and municipal governments in collaboration with NGOs, that provided rehabilitation and reintegration services for children rescued from the worst forms of child labor.(49) In 2015, 555 children in exploitative labor were identified and rescued.(10)
Green Flag Movement (2014–2017)†	ILO-funded, municipal government campaign to eliminate child labor. Includes child labor monitoring and awareness-raising activities.(61) Homes and businesses display a green flag to indicate that it is a child labor-free zone. Jointly organized by Lalitpur and Hetauda municipal governments and Children and Women in Social Services and Human Rights in 2014.(10, 61) In 2015, the campaign expanded to Panauti and Dhulikhel municipal governments, resulting in the rescue of two children in each municipality.(10)
Child Helpline – 1098†	MWCSW- and Child Workers in Nepal-funded helpline operated by the Nepal Telecommunications Authority.(10) Responds to calls about missing children, child abuse, child labor exploitation, child trafficking, and child sexual abuse.(62) Currently operates in 13 districts and municipalities.(10, 63) Also operates in Bangladesh, Bhutan, India, Maldives, Pakistan, and Sri Lanka to ensure access for children who have been trafficked in this region.(49, 64)
Country-Level Engagement and Assistance to Reduce Child Labor II (CLEAR II) (2014–2018)	USDOL-funded capacity-building project implemented by Winrock International and partners Verité and Lawyers Without Borders in at least eight countries to build the local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards, improve monitoring and enforcement of laws and policies related to child labor, collaborate with the South Asia Initiative to End Violence Against Children (SAIEVAC) on a Regional Action Plan on Child Labor, and enhance the implementation of national and local policies and programs aimed at reducing and preventing child labor in Nepal.(65) In response to the 2015 earthquakes, the project is working with the municipalities of Dhulikhel and Panauti to develop and revise Disaster Response Plans to include child protection provisions.(65)
From Protocol to Practice: A Bridge to Global Action on Forced Labor (The Bridge Project)*	USDOL-funded global project implemented by the ILO to support global and national efforts aimed at combating forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to ILO C. 29 on Forced Labor. Includes Mauritania, Nepal, and Peru as priority countries.(66) A list of project activities is to be finalized in 2016.
Towards Achieving the Elimination of the Worst Forms of Child Labor as Priority (ACHIEVE) (2013–2016)	\$582,000 Government of Denmark-funded, 3-year program implemented by ILO-IPEC that aims to strengthen national-level capacity and to support the policy environment. Includes the development and testing of a training program and the preparation of a national child labor policy, a revised hazardous work list, and recommendations for upgrading national legislation related to child labor.(67) Projected outcomes include creating child labor-free communities through replicable and scalable models, and strengthening the policy environment and the capacity of institutions that can contribute toward child labor elimination.(67)
Project for the Prevention and Reduction of Child Labor in Restaurants in the Kathmandu Valley (PRE-CLOR) (2011–2015)	Japanese-funded project implemented by Child Workers in Nepal Concerned Center that increased the capacity-building of municipal and ward child protection committees, granted certificate awards for child labor-free restaurants and tea shops, and continued an awareness-raising campaign that included workshops with the MWCSW, the Ministry of Federal Affairs and Local Development, and other stakeholders.(68)
Decent Work Country Program, Nepal (2013–2017)	ILO, MoLE, Federation of Nepalese Chambers of Commerce and Industry, and Nepal Trade Union Congress-implemented program.(69) Key objectives are to provide technical and financial assistance to implement the provisions of ratified conventions on child labor, strengthen MoLE's child labor monitoring and reporting systems for prevention and early detection, support the mapping of community service providers, and assist the Government to revise a hazardous child labor list.(69)
Combating Trafficking in Persons (CTIP) Project (2010–2016)	\$9.1 million USAID-funded, 6-year project to reduce human trafficking and protect the rights of victims. Aims to strengthen protection services for survivors of human trafficking, build the capacity of the judiciary and law enforcement agencies to effectively enforce legal measures and increase prosecutions, and prevent human trafficking by building awareness among groups that are vulnerable to human trafficking for purposes of labor and sexual exploitation.(10, 70)
Support for Schools†	MoLE program that supports five schools in the Kathmandu Valley for children ages 5–16 who are at risk of working in the worst forms of child labor. Provides scholarships to cover associated schooling costs for children outside the Kathmandu Valley to attend a local public school, and works with local NGOs to verify that children are attending class.(49)
Compulsory Education Pilot Program†	Ministry of Education program under the School Sector Reform Plan, designed to provide compulsory basic education, including free tuition and books, in 13 districts for children ages 5–12.(49) In 2015, compulsory basic education was expanded from 13 districts to an additional 8 districts.(10)
School Sector Reform Program (2009–2016)	World Bank-financed, 7-year investment loan program to support the School Sector Reform Plan (2009–2016). Seeks to increase access and improve the quality of school education, particularly basic education (grades one to eight), with a focus on children from marginalized groups.(71)

* Program was launched during the reporting period.

† Program is funded by the Government of Nepal.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Nepal (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Ensure that laws are in line with ILO C. 182 by raising the minimum age for entry into hazardous work to 18.	2009 – 2015
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2015
	Ensure that the legal framework criminally prohibits all forms of forced labor and the trafficking of children for the purposes of forced labor.	2015
	Ensure that the law explicitly criminalizes the use of children in the production of pornography and pornographic performances, and the possession of child pornography.	2015
	Ensure that the law criminally prohibits the use of children through age 17 in the production of drugs and other illicit activities.	2015
	Make primary education compulsory until at least the minimum age for.	2009 – 2015
Enforcement	Collect and publish data on labor law enforcement actions, including the number of child labor law violations. Collect and publish data on criminal law enforcement actions, including the number of violations, prosecutions, and convictions involving the worst forms of child labor.	2015
	Increase the number of labor inspectors trained and responsible for providing enforcement of child labor laws to meet international standards.	2010 – 2015
	Ensure that penalties are sufficient to deter child labor law violations.	2015
	Increase the capacity to gather, store, and report on data related to human trafficking, including the ability to disaggregate data to identify the number of child trafficking victims.	2009 – 2015
	Provide additional resources for the Nepal Police so that they are able to enforce laws prohibiting crimes against children, including the worst forms of child labor.	2011 – 2015
	Increase the capacity of the Ministry of Land Reform and Management to effectively enforce laws that prohibit bonded labor in agriculture.	2014 – 2015
Social Programs	Eliminate barriers to education, including lack of schools, lack of sanitation facilities, and fees.	2013 – 2015

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ultimately, by the General Assembly, on the basis of recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met with regard to per capita GNI, a human assets index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, “developed economies” equate to the ILO’s classification of “industrial market economies; “economies in transition” to “transition economies,” “developing countries” to “industrializing economies, and “the least developed countries” equates to “less developed countries.” For countries that appear on both “developing countries” and “least developed countries” lists, they will be considered “least developed countries” for the purpose of calculating a “sufficient number” of labor inspectors.

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Nicaragua

MODERATE ADVANCEMENT

In 2015, Nicaragua made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government conducted its first human trafficking prosecutions under the Law Against Trafficking in Persons, which went into effect in February 2015 and raises penalties for the trafficking of children and adolescents to 19 to 20 years' imprisonment. The Government also reported conducting trafficking in persons prevention and awareness programs that reached 112,359 individuals, including law enforcement officials. The Ministry of Education expanded the National School Supply Program, which provided 700,000 packages of school supplies and 3 million textbooks to children in need. However, children in Nicaragua are engaged in the worst forms of child labor, including in street work and in commercial sexual exploitation sometimes as a result of human trafficking. National policies to eliminate child labor and protect children have not been fully implemented, and the Government appears to lack a specific and consistent mechanism to coordinate efforts to address child labor. In addition, the Labor Inspectorate is reported to lack the human and financial resources it needs to adequately enforce child labor laws across the country.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nicaragua are engaged in the worst forms of child labor, including in street work and in commercial sexual exploitation sometimes as a result of human trafficking.(1-4) Table 1 provides key indicators on children's work and education in Nicaragua.

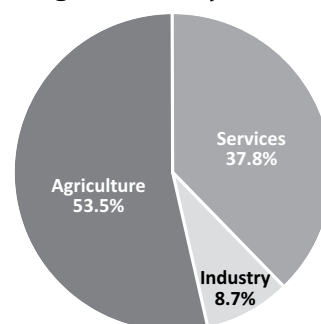
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	47.7 (342,076)
Attending School (%)	5-14 yrs.	88.3
Combining Work and School (%)	10-14 yrs.	40.3
Primary Completion Rate (%)		85.4

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Continua de Hogares (ECH) Survey, 2012. Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data.(6)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting coffee, bananas, tobacco,† African palm,* and oranges* (2, 3, 7-11)
	Harvesting sugarcane* (8, 12, 13)
	Livestock breeding,*† cattle raising*† (2, 7, 8)
	Production of beef products*† and dairy products* (7)
	Collecting shellfish† (8, 9, 14)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Construction,† including transporting materials* (8, 15)
	Quarrying† of pumice, gypsum,* and limestone* (3, 8, 9, 14, 16)
	Production of gravel (crushed stones)† (17, 18)
	Mining† of gold (8, 9, 14)
Services	Domestic work (8, 19, 20)
	Work in transportation*† (2, 8)
	Street work, including vending† and performing at stoplights† (2-4, 19, 21-24)
	Garbage scavenging† (2, 19, 22, 25, 26)
	Work as courier† (7, 9, 19)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 9, 19)
	Domestic work as a result of human trafficking* (27, 28)
	Use in the production of pornography* (29)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




In Nicaragua, children are subjected to commercial sexual exploitation, particularly in Granada, Managua, the Caribbean Coast, and San Juan del Sur.(27, 30) It has been reported that children in Nicaragua who lack identification documents, sometimes because of a lack of birth registration, are at an increased risk of human trafficking and commercial sexual exploitation.(8) An estimated 20 percent of children born in Nicaragua lack birth certificates.(31)

Education is free and compulsory in Nicaragua. However, costs associated with school supplies and transportation make it difficult for some children, in particular those from poor backgrounds and rural areas, including the Caribbean coastal region, to attend.(23, 32-34) Some sources indicate that secondary schools have not received adequate assistance and that secondary school attendance remains low, increasing the risk that older children engage in exploitative work.(3, 30, 34)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Nicaragua has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 131 of the Labor Code; Article 73 of the Childhood and Adolescence Code; Article 84 of the Constitution (35-38)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Hazardous Work	Yes	18	Articles 130 and 133 of the Labor Code; Article 1 of Ministerial Agreement No. JCHG-08-06-10; Articles 2 and 74 of the Childhood and Adolescence Code (35-37, 39)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 6 of the Ministerial Agreement No. JCHG-08-06-10; Article 133 of the Labor Code (35, 39)
Prohibition of Forced Labor	Yes		Article 40 of the Constitution; Articles 61-63 of the Law Against Trafficking in Persons; Articles 182-183 and 315 of the Penal Code (38, 40, 41)
Prohibition of Child Trafficking	Yes		Articles 61-63 of the Law Against Trafficking in Persons; Articles 182-183 and 315 of the Penal Code (40, 41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 61 of the Law Against Trafficking in Persons; Articles 175-183 of the Penal Code; Articles 5 and 26 of the Childhood and Adolescence Code (37, 40, 41)
Prohibition of Using Children in Illicit Activities	Yes		Article 61 of the Law Against Trafficking in Persons; Articles 358-359 and 362 of the Penal Code; Article 71 of Law 285 (Reform to the Narcotics Law); Article 79 of the Childhood and Adolescence Code (37, 40-42)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Annex 1 of the Code on the Organization, Jurisdiction, and Social Welfare of the Military (43)
Compulsory Education Age	Yes	12	Article 121 of the Constitution; Articles 19 and 23 of the Education Law; Article 43 of the Childhood and Adolescence Code (37, 38, 44)
Free Public Education	Yes		Article 121 of the Constitution; Articles 8, 19, and 23 of the Education Law; Article 43 of the Childhood and Adolescence Code (37, 38, 44)

* No conscription (38, 45)

The National Assembly approved the Law Against Trafficking in Persons – Nicaragua’s first anti-trafficking law – through a two-stage process in December 2014 and January 2015; it was enacted in February 2015.(41, 46) The law amends the Penal Code by raising penalties for the procurement of prostitution from 4 to 6 years’ imprisonment to 8 to 10 years; it also applies these penalties to an expanded set of criminal offenses that include benefitting commercially from and managing prostitution.(40, 41) These penalties are increased to 12 to 15 years’ imprisonment when the victim is a child or adolescent. The law also raises penalties for the trafficking of children and adolescents from 10 to 12 years’ imprisonment to 19 to 20 years.(40, 41) Additionally, the law specifies that exploitative child labor figures among an expanded set of criminal offences that may be prosecuted as human trafficking.(41)

Nicaraguan law is not clear regarding the age up to which education is compulsory. Article 121 of the Constitution states that primary school education is compulsory without specifying an age.(38) Under Articles 19 and 23 of the Education Law, education is compulsory only through the sixth grade, which it specifies is up to age 12 and the end of primary school.(44) Article 43 of the Childhood and Adolescence Code states that both primary and secondary school education are compulsory, suggesting up to age 17, but does not specifically state an age.(37) The lack of clarity regarding the age up to which education is compulsory and the potential gap between the compulsory education age and the minimum age for work may leave children vulnerable to child labor, including its worst forms.(3, 47)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MITRAB)	Enforce labor laws and set child labor policy priorities.(19, 48) Conduct labor inspections through its General Labor Inspectorate, including child labor inspections through its Child Labor Inspections Unit. Conduct training on child labor issues and inspections, and coordinate with other public and private agencies.(9, 49, 50) Maintain a mailbox in each of Nicaragua's 17 departments to receive complaints of child labor violations.(51)
Nicaraguan National Police (NNP)	Investigate cases of child labor and human trafficking through the Police Intelligence Unit, which detects crimes; the Special Crimes Unit, which investigates crimes; and 54 Women's Commissions, which work on prevention and protection.(9, 19, 49) Maintain a hotline for receiving reports on the welfare of children, including those in danger of exploitation.(51)
Ministry of Governance	Coordinate participation between MITRAB and NNP in labor inspections in which employers resist inspection.(51)
Prosecutor General's Office	Prosecute cases of child trafficking, commercial sexual exploitation, and the use of children in illicit activities. Contains 2 national-level and 35 department-level prosecutors that prosecute these and other crimes.(9, 19, 49)
Human Rights Attorney for Children	Assist in the enforcement of laws relating to child labor and hazardous child labor.(9, 19)
Ministry of the Family, Adolescence, and Childhood (MIFAN)	Maintain a hotline for receiving reports on human trafficking and commercial sexual exploitation.(51) Assist in providing officials with training on child labor violations.(31)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Nicaragua took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	\$1,000,000 (52)
Number of Labor Inspectors	97 (51)	98 (52)
Inspectorate Authorized to Assess Penalties	Yes (35)	Yes (35)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (51)	Unknown
Number of Labor Inspections	3,204 (51)	2,593 (52, 53)
■ Number Conducted at Worksites	3,204 (51)	2,593 (52, 53)
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	178 (51)	539 (52)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	0 (52)
■ Number of Penalties Imposed That Were Collected	Unknown	0 (52)
Routine Inspections Conducted	Unknown	Yes (54)
■ Routine Inspections Targeted	Unknown	Yes (54)
Unannounced Inspections Permitted	Yes (51)	Yes (51, 52)
Unannounced Inspections Conducted	Yes (51)	Yes (51, 52)
Complaint Mechanism Exists	Yes (51)	Yes (51, 52)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

In 2015, the overall budget for the Ministry of Labor (MITRAB) was approximately \$3 million, with approximately \$1 million allocated for the labor inspectorate.(52) NGO's report that MITRAB's budget is the third-lowest of all government ministries and that MITRAB lacks sufficient resources to adequately enforce child labor laws.(51, 52)

During the reporting period, MITRAB employed 98 labor inspectors whose responsibilities included investigating child labor violations. NGO's report that the number of inspectors is insufficient to address the scope of the child labor problem in Nicaragua.(19) According to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Nicaragua should employ roughly 199 inspectors in order to adequately enforce labor laws throughout the country.(55-57)

Nicaragua

MODERATE ADVANCEMENT

MITRAB reported conducting 1,321 inspections of worksites from January to November 2015.(52) Also during the reporting period, the Government conducted 1,272 inspections that focused on commercial sexual exploitation and forced labor that were preventative in nature.(53) Government officials and child labor experts have reported that child labor inspections throughout the country, and those in agricultural areas in particular, are limited due to resource and personnel constraints.(9, 19, 51) Complete information on the geographic distribution of labor inspections and the sectors in which they occurred was not publicly available.(51)

As a result of inspections, MITRAB reported 539 infractions of child labor laws.(52) Among these, 86 children were found working in hazardous conditions. MITRAB reported removing these children from hazardous work and referring them for services.(52) However, research could not determine whether a reciprocal referral mechanism exists between social service providers and labor authorities.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Nicaragua took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (53)
■ Refresher Courses Provided	Yes (46)	Yes (53)
Number of Investigations	17 (46)	10 (53)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	9 (46)	23 (54)
Number of Convictions	9 (46)	6 (54)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (46)	Yes (53)

The Government reported that criminal law enforcement officials received training on the new Law Against Trafficking in Persons, which went into effect on February 25, 2015.(53) The Government also reported conducting human trafficking prevention and awareness programs that reached 112,359 individuals. Participants included government criminal investigators, prosecutors, judges, and other law enforcement officials.(53) Research did not find the number of criminal investigators employed by the Nicaraguan National Police (NNP) or Prosecutor General's Office during the reporting period.

The Government reported that as of February 2015, the Law Against Trafficking in Persons was the principal basis for all suspected human trafficking prosecutions and related convictions.(53) However, NGOs that work on human trafficking issues reported that the number of investigations was low compared with the scope of the problem.(53)

In 2015, the budget for the NNP and the Prosecutor General's Office was not made publicly available. Reports from NGOs indicate that the NNP has insufficient resources, including a lack of personnel, equipment, vehicles, and funding, to carry out criminal investigations. NGO's also report that the NNP's Women's Commissions are functionally inoperational.(31, 46, 54)

The Government and NGOs have reported that, according to a process developed by the National Coalition Against Trafficking in Persons (CNCTP), victims of the worst forms of child labor are referred by the NNP to the Ministry of the Family, Adolescence, and Childhood (MIFAN), which then refers them to NGOs for services. Reports indicate that this method of referral has been successful.(46)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Social Welfare System (SNBS)	Coordinate efforts on child labor and ensure that government institutions protect the rights of, and provide social services to, children and adolescents as part of its mandate to assist the Nicaraguan population. Comprises various government ministries, including MITRAB, MIFAN, the Ministry of Education (MINED), the Ministry of Health (MINSa), and the Ministry of Governance.(51)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
National Coalition Against Trafficking in Persons (CNCTP)	Coordinate efforts to address human trafficking for labor and commercial sexual exploitation, including the implementation of the Strategic Plan Against Trafficking in Persons. Led by the Ministry of Governance and comprising the NNP, Prosecutor General's Office, governmental ministries, the Supreme Court of Justice, and civil society organizations.(19, 41, 53, 58) Coordinate Nicaragua's participation in the Central American Regional Coalition Against Trafficking in Persons.(31)
Ministry of the Family, Adolescence, and Childhood (MIFAN)	Maintain a guide for the provision of assistance to victims of commercial sexual exploitation and coordinate between agencies responsible for their care.(30) Part of the SNBS.(51)

In 2015, the Government reported that the National Social Welfare System (SNBS) is the mechanism that coordinates efforts to address child labor.(51, 52) However, NGO reports indicate that the SNBS does not comprise a specific and consistent coordinating mechanism due to limited coordination among constituent ministries and a lack of resources dedicated to combating child labor.(51) Coordination between the SNBS and NGOs that address child labor is also limited. In addition, research did not find that the SNBS published information during the reporting period on its child labor coordination efforts or how it monitored the implementation of national policies, such as the Strategic Plan for the Prevention and Elimination of Child Labor and the Protection of Young Workers (PEPETI).(52)

NGOs working on human trafficking issues reported that the CNCTP, as well as its regional working groups, were largely inactive following the enactment of the Law Against Trafficking in Persons in February 2015. Reports also indicate that the CNCTP did not appoint its Executive Secretariat, which is mandated by the Law Against Trafficking in Persons.(53)

While MIFAN maintains a guide for providing assistance to child victims of commercial sexual exploitation, reports indicate that the Government had no formal procedures for the identification of human trafficking victims among high-risk populations, including children who are trafficked for commercial sexual exploitation.(30, 46) MIFAN appears to be responsible only for the care of child trafficking victims under age 13, and the extent of its coordinating role is unclear.(30, 58)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Nicaragua has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Roadmap for the Elimination of the Worst Forms of Child Labor	Sets the goal of eliminating the worst forms of child labor by 2016, and all forms of child labor by 2020.(51, 59, 60)
Strategic Plan for the Prevention and Elimination of Child Labor and the Protection of Young Workers (PEPETI) (2007–2016)	Aims to eliminate child labor and ensure protections for adolescent workers. Seeks to reintegrate child laborers into the school system and increase school enrollment.(30)
National Human Development Plan (2012–2016)	Sets the Government's strategy for national development, including in poverty reduction, social well-being, and education. Includes efforts to eliminate child labor and uphold children's and adolescents' rights.(19, 61, 62)
National Plan of Youth Employment (2012–2016)	Seeks to eliminate child labor and protect the rights of working adolescents. Established by the National Commission of Youth Employment.(63–65)
Coffee Harvest Plan	Aims to develop a comprehensive approach to assist children whose parents work in the coffee harvest and to improve educational opportunities for children on coffee plantations. Focuses on eliminating hazardous child labor in the coffee sector in the Department of Jinotega. Developed by the Government, in collaboration with the private sector and civil society.(9, 19, 65, 66)
Plan of Integrated Attention	Prioritizes assistance for children and adolescents who work in stone quarries, mines, and in African palm cultivation. Involves coordination among several national ministries and local municipalities in order to determine the extent of child labor; create an action plan to uphold the rights of working children and adolescents to education, recreation, and health care; and promote better livelihoods for the families of working children and adolescents.(48, 64, 65)

Nicaragua

MODERATE ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Inter-Ministerial Agreement on the Sustained Development of Children's Rights (2013)	Aims to make Nicaragua a country free from child labor, including hazardous child labor, through inter-ministerial cooperation channeled through the SNBS. Participating ministries agree to jointly create an action plan to address child labor and to generate dignified work for adolescents permitted to work.(67) Signed by MITRAB, MIFAN, MINED, the Presidents of the National Assembly and the Supreme Court, as well as by representatives from unions, the private sector, and NGOs.(67)
Policy on Special Protection for Children and Adolescents (Decreto No. 20-2006)	Focuses and consolidates the Government's guiding principles, objectives, and strategies on children's and adolescents' rights. Seeks to mainstream the recognition and defense of children's rights, including protections against child labor and commercial sexual exploitation, in policy areas such as social protection, development, and education.(68)
National Coalition Against Trafficking in Persons Strategic Plan (2014–2015)	Addresses human trafficking through directives shared by national and international public and private actors. Focuses on planning and monitoring efforts for awareness-raising, prevention, prosecution, and assistance for victims and their reintegration.(46)
Strategic Education Plan (PEE) (2011–2015)*	Articulates national educational strategies with development objectives that prioritize the building of human capital. Based on three core areas: (1) equality of access to free, universal education; (2) improved quality; and (3) increased institutional strength.(69, 70)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Nicaragua at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(71-73)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration†	Aims to strengthen regional cooperation in order to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by Nicaragua at the XX Regional Conference on Migration in Mexico City (November, 2015).(74-76)
XIX Inter-American Conference of Ministers of Labor†	Promotes decent work with social inclusion throughout the Americas. Held in Cancún, Mexico; participating countries adopted the Declaration of Cancún 2015 which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(77, 78) Participating countries also adopted a Plan of Action that prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(77, 79)
Panama Declaration (2012)	Establishes commitments among Central American countries, Belize, and the Dominican Republic to implement country-based actions to eradicate the worst forms of child labor. MITRAB highlighted good practices and lessons learned from its child labor programs in coffee plantations and stone quarries.(80-85)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

The Government's Roadmap for the Elimination of the Worst Forms of Child Labor sets the goal of eliminating child labor in Nicaragua by 2020. However, research has not found a comprehensive action plan for its full implementation.(3, 86) The Government has developed a Strategic Plan to combat human trafficking through the CNCTP for 2014–2015.(46) However, research did not find information on this Strategic Plan publicly available, and the full extent of its implementation is unknown.(46, 53) NGOs working on human trafficking issues have reported that the Government lacks adequate resources to implement the victim care assistance procedures prescribed in the plan.(53)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Nicaragua funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Program Lovet (Programa Amor)	MIFAN program that targets 20,000 children, primarily in Managua, who are impoverished or involved in child labor, including in street vending and garbage scavenging. Provides education for children and vocational training for parents.(19, 48, 58, 87, 88) Overseen by Nicaragua's First Lady in coordination with the, MINED, MINSA, MITRAB, and the Ministry of Governance.(87) Includes children from birth to age 6 through "Program Love for the Smallest Ones".(19, 89) In 2015, the program reported reaching 18,415 children and adolescents through a range of initiatives, including by providing educational materials and tutoring to help children complete school.(52)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
First, I Learn (<i>Primero, Aprendo</i>)	Regional project supported by the European Union that promoted the eradication of child labor through access to education, among other avenues, in support of the Roadmap to Eliminate Child Labor.(90, 91) In Nicaragua, served children working in the agricultural sector in Jinotega.(92) Program ended in 2015.(52)
Educational Bridges (<i>Puentes Educativos</i>)†	MITRAB and MINED public-private partnership that provides education to children of coffee workers to prevent child labor during coffee harvests.(93-95) In 2015, the program continued to maintain and secure commitments from coffee farms to eliminate child labor in coffee production.(96)
Integral School Meal Program (<i>Merienda Escolar</i>)†	MIFAN and WFP initiative that provides more than 1 million children and adolescents meals at school to address poverty and bolster school attendance.(97, 98) Program is 70 percent funded by the Government of Nicaragua.(99) Plans to assist approximately 1.2 million children in 2016.(100)
National School Supply Program	MINED program to distribute packages of school supplies to preschool and primary school children in the poorest districts to increase attendance and completion rates. In 2014, program assisted 400,000 children.(101) In 2015, MINED expanded the program to provide 700,000 packages of school supplies to children from families in need. Program also provided 1.4 million textbooks to children in primary school, and 1.6 million textbooks to children in secondary school.(102)
La Chureca Project	\$50 million Government of Spain-funded project that closed La Chureca garbage dump in Managua in 2013 and opened a recycling plant in its place. Accomplishments include the creation of a school that keeps children out of child labor, construction of houses, and employment for 258 families who had worked scavenging in the garbage dump.(103-106) In 2015, continued to assist beneficiaries.(107)
Birth Registration Campaign (<i>Derecho a un Nombre</i>)	Government initiative, in coordination with Save the Children and UNICEF, to advance birth registration campaigns.(31, 60, 108)
Pro-Child Program (<i>Proniño</i>)	MINED and Telefónica Foundation public-private partnership that increases educational opportunities for children to reduce and prevent child labor in line with ILO goals to eradicate the worst forms of child labor by 2020. Implemented with the assistance of local NGOs, assists children, families, and schools by helping to strengthen curricula and by working to support families' commitments to ensure children attend school.(109-111)
Elimination of Child Labor in Latin America (Phase 4) (2011–2015)	\$4.5 million Government of Spain-funded, 4-year project implemented by ILO-IPEC to combat child labor in 19 countries, including Nicaragua.(112)
Education and Monitoring Program for the Eradication of Child Labor (2012–2015)	\$1.3 million Government of Spain-funded, 2-year project implemented by ILO-IPEC that aims to strengthen public policies and government capacity to combat child labor in 19 countries in Latin America, including Nicaragua. Includes the objective of developing information systems on the worst forms of child labor.(112)

† Program is funded by the Government of Nicaragua.

The scope of current social programs does not appear to be sufficient to assist children who are trafficked or engaged in the worst forms of child labor, including commercial sexual exploitation.(19) While the Government provides medical, educational, and legal assistance to trafficking victims, international organizations and NGOs provide their shelter, food, clothing, and psychological assistance.(9, 46, 113) NGOs indicate that the regions most affected by human trafficking lack adequate care facilities, and that victims of the worst forms of child labor in these areas are referred to NGO shelters in Managua.(46)

NGOs also indicate that Program Love lacks overall effectiveness and transparency.(7, 9, 19) For example, while the Government reported that Program Love assisted 18,415 children and adolescents during the reporting period, information on the kind of assistance provided to beneficiaries, including on whether beneficiaries were engaged in child labor, was not publicly available.(51, 52)

Although the Government's birth registration campaign is advancing, it does not reach all children, especially in remote areas, and many children lack the documentation needed to access basic services.(108, 114-116) In an effort to promote birth registrations, Nicaragua's new Family Code, which was passed in 2014 and went into effect in 2015, provides for free birth registrations up to age 7.(60, 117)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Nicaragua (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law is consistent and provides a compulsory education age that is not less than the minimum age for work.	2014 – 2015
Enforcement	Publicly report on the training provided to labor inspectors on child labor, including its worst forms.	2015
	Dedicate more human and financial resources, such as by hiring and retaining more labor inspectors, to the enforcement of child labor laws, in particular in agriculture.	2009 – 2015
	Publicly report on the geographic distribution of labor inspections and on the sectors in which inspections occur.	2014 – 2015
	Ensure that penalties are imposed and fines are collected for child labor violations.	2015
	Ensure a reciprocal referral mechanism exists between labor authorities and social services, and make information on the number of children referred between agencies publicly available.	2015
	Publicly report on the number of criminal investigators employed to investigate the worst forms of child labor and ensure they have adequate training and resources to conduct their investigations.	2014 – 2015
	Ensure the number of criminal investigations for the worst forms of child labor, including for human trafficking violations, is adequate to address the scope of the problem.	2015
	Publicly report on the number of criminal violations found through investigations for the worst forms of child labor.	2014 – 2015
Coordination	Clarify the roles of SNBS ministries in addressing child labor; increase their collaboration and resources to ensure the Government has a specific and consistent mechanism to coordinate efforts to address child labor, including with NGOs; and publicly report on its efforts.	2014 – 2015
	Ensure the National Coalition Against Trafficking in Persons meets regularly to coordinate government activities on human trafficking issues, and ensure it establishes its Executive Secretariat as mandated by the Law Against Trafficking in Persons.	2015
	Enhance coordination and information sharing among actors involved in child labor issues and in efforts to identify and refer victims of child trafficking.	2009 – 2015
Government Policies	Finalize and begin implementing a concrete action plan to achieve the objective of eliminating child labor by 2020.	2009 – 2015
	Make publicly available national plans that address human trafficking and publicly report on their implementation.	2014 – 2015
	Integrate child labor elimination and prevention strategies into the Strategic Education Plan.	2014 – 2015
Social Programs	Develop strategies and devote resources to improve attendance in secondary school education.	2009 – 2015
	Expand programs to address the worst forms of child labor to more sectors in which exploitative child labor exists, such as commercial sexual exploitation.	2009 – 2015
	Dedicate greater resources to expand services that assist child trafficking victims.	2010 – 2015
	Assess the effectiveness of Program Love in reducing the worst forms of child labor and publicize its results in order to inform future efforts.	2010 – 2015
	Expand birth registration programs, in particular in remote areas, to ensure that children have access to basic services.	2009 – 2015

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Niger

MODERATE ADVANCEMENT

In 2015, Niger made a moderate advancement in efforts to eliminate the worst forms of child labor. Niger was the first country to ratify ILO Protocol of 2014 to the Forced Labor Convention. The Government also drafted a new version of the National Action Plan to Combat Child Labor and adopted the Migrant Anti-Smuggling Law, which criminalizes smuggling and abuse of migrants, including children, and provides specialized services to child victims of smuggling. However, children in Niger are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in mining, forced begging, and caste-based servitude. Gaps in laws and enforcement have left children unprotected. In addition, social programs to combat child labor in Niger are insufficient to adequately address the extent of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Niger are engaged in child labor, including in agriculture.(1-3) Children are also engaged in the worst forms of child labor, including in mining.(4-7) According to the 2009 National Child Labor Survey, more than 30 percent of children ages 5 to 17 are engaged in hazardous work, and child labor is more prevalent in rural areas and among girls.(8) Table 1 provides key indicators on children's work and education in Niger.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	42.9 (2,516,191)
Attending School (%)	7-14 yrs.	48.0
Combining Work and School (%)	7-14 yrs.	22.1
Primary Completion Rate (%)		58.6

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Demographic and Health Survey (DHS), 2012.(10)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of rice,* fruits,* nuts,* and vegetables* (1, 3, 4, 11)
	Herding and caring for livestock,* including cattle* (3, 4, 11, 12)
	Fishing* (3, 12)
Industry	Mining† for trona, salt, gypsum, natron,* and gold (4-7, 12-14)
	Quarrying† (4, 15, 16)
	Mechanical repair,*† welding,*† and metal work*† (4, 12)
	Working in construction,*† tanneries,*† and slaughterhouses*† (8, 12, 15)
Services	Street work, including as market vendors* and beggars*† (5, 8, 12)
	Domestic work (4, 8, 11, 12, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (2, 11, 12)
	Caste-based servitude,* including as cattle herders,* agricultural workers,* and domestic workers* (2, 17)
	Forced begging by Koranic teachers (4, 11, 15, 16)
	Forced labor in domestic work* and mining,* each sometimes as a result of human trafficking* (2, 12, 18)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Traditional forms of caste-based servitude, such as the use of women and girls as *wahaya*, still exist in parts of Niger, especially among the Arab, Djerma, and Tuareg ethnic minorities, in distant western and northern regions, and along the border with Nigeria.(11, 17, 19, 20) Under the *wahaya* practice, men buy girls born into slavery, typically between the ages of 9 and 11 years old, as “fifth wives”. *Wahaya* wives, including girls, are typically forced to work long hours as cattle herders, agricultural workers, or domestic workers and are often sexually exploited.(2, 11, 17, 21) The children of *wahaya* wives are considered slaves as well and are passed from one owner to another as gifts or as part of dowries. Both the wives and the children are often forced to perform domestic labor in their masters’ households.(4, 15, 17)

In Niger, it is also a traditional practice to send boys (*talibés*) to Koranic teachers (*marabouts*) to receive religious education. However, some of these boys are forced by their teachers to beg on the streets and surrender the money they have earned, or to perform manual labor.(4, 11, 15, 16)

The Constitution of Niger provides free and compulsory education.(4, 22) However, access to education nationwide is hindered by a chronic shortage of teachers, school materials, and infrastructure, which may make children more vulnerable to the worst forms of child labor.(4, 11, 23-25) Many children in Niger also are not registered at birth. Since they are unable to prove their citizenship, these unregistered children may have difficulty accessing services such as education.(3, 4, 11, 26, 27)




In 2015, Niger hosted approximately 192,700 refugees because of the ongoing instability in Mali and insecurity in northeastern Nigeria. It may be difficult for refugee children to access education which could put them at increased risk of engaging in the worst forms of child labor.(11, 23, 28)

While information on cases of recruitment and use of children in armed conflict is limited in Niger, the Government detained 65 children for suspected association with Boko Haram during the reporting period. The majority of the children detained were Nigerian and were held in juvenile prisons.(29)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Niger has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In June 2015, the Government of Niger was the first country to ratify ILO Protocol of 2014 to the Forced Labor Convention.(30, 31)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 106 of the Labor Code (32)
Minimum Age for Hazardous Work	Yes	16	Article 138 of Decree No. 67-126/MFP/T (33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 138–158 of Decree No. 67-126/MFP/T; Article 181 of the Penal Code (33, 34)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 14 of the Constitution; Article 4 of the Labor Code; Article 2 of the Law on Combating Trafficking in Persons; Article 270 of the Penal Code (22, 32, 34, 35)
Prohibition of Child Trafficking	Yes		Article 107 of the Labor Code; Article 10 of the Law on Combating Trafficking in Persons (32, 35)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 107 of the Labor Code; Articles 291–292 of the Penal Code; Article 10 of the Law on Combating Trafficking in Persons (32, 34, 35)
Prohibition of Using Children in Illicit Activities	Yes		Article 107 of the Labor Code; Article 10 of the Law on Combating Trafficking in Persons; Article 181 of the Penal Code (32, 34, 35)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 107 of the Labor Code (32)
Compulsory Education Age	Yes	16	Legislation title unknown(31)
Free Public Education	Yes		Article 23 of the Constitution (22)

* No conscription (36)

In Niger, the minimum age for hazardous work does not meet the international standard age of 18.(37, 38) The law prohibits hazardous occupations and activities for children in mining, quarrying, manufacturing, construction, tanneries, and slaughterhouses.(33, 34) However, these prohibitions do not cover agriculture, an area in which there is evidence of work in unhealthy environments that expose children to hazardous substances and dangerous equipment.(1, 8, 33) In addition, children performing unpaid or non-contractual work do not have the same protections under child labor laws and regulations as do children performing contractual work.(4, 25)

The Penal Code prohibits employing and provoking children to beg; however, the penalties outlined in Article 181 are lenient and may not prevent violations.(34) Article 178 of the Penal Code also provides penalties for vagrancy, which is defined by Article 177 as a person without a home, an occupation, or means of subsistence. This Article may compel children who live on the streets to engage in the worst forms of child labor.(34, 39)

In May 2015, the Government adopted the Migrant Anti-Smuggling Law, which criminalizes smuggling and the abuse of migrants, including children. This law prescribes penalties of up to 12 years of imprisonment and a fine of up to \$11,500 against those convicted of migrant smuggling, which is a punishment commensurate with the penalties prescribed for other serious crimes, such as rape.(40, 41) It also provides for legal protection and social assistance to migrant victims of smuggling. Under the Migrant Anti-Smuggling Law, children identified as victims of migrant smuggling are to receive specialized assistance that addresses the particular needs of minors, including educational support and family reintegration services.(40, 41)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment, Labor and Social Security (MELSS)	Enforce laws related to child labor by receiving complaints, investigating violations, and referring cases to courts.(4, 11, 12)
MELSS Child Labor Division	Conduct studies on the scope and nature of child labor, raise awareness of child labor, and coordinate government efforts to eliminate child labor.(12)
National Human Rights Commission (CNDH)	Receive child labor complaints, investigate violations, and report violations to courts.(11, 12)
Ministry of Population, Women's Promotion and Child Protection	Work with law enforcement officials to provide vulnerable children with services, including education and counseling, in 34 centers across the country.(4, 11, 12)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Justice's Judicial Police Sections	Oversee cases involving juveniles at regional and district levels.(4, 12)
District and Magistrate Courts	Address children's issues, including child labor, through 10 district courts and 36 magistrate courts.(4, 12)
Regional and Vigilance Committees	Prevent child trafficking, dismantle human trafficking rings, and raise awareness of the worst forms of child labor. In the case of vigilance committees, which work in 30 localities, report suspected cases of illegal transport of minors to the police.(12, 37)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Niger took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (12)	Unknown (31)
Number of Labor Inspectors	52 (12)	60 (31)
Inspectorate Authorized to Assess Penalties	Yes (12)	Yes (31)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (31)
■ Training on New Laws Related to Child Labor	Yes (12)	Yes (31)
■ Refresher Courses Provided	Yes (12)	Yes (31)
Number of Labor Inspections	Unknown (12)	Unknown (31)
■ Number Conducted at Worksite	Unknown (12)	Unknown (31)
■ Number Conducted by Desk Reviews	Unknown (12)	Unknown (31)
Number of Child Labor Violations Found	Unknown (12)	Unknown (31)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (12)	Unknown (31)
■ Number of Penalties Imposed That Were Collected	Unknown (12)	Unknown (31)
Routine Inspections Conducted	Yes (12)	Yes (31)
■ Routine Inspections Targeted	Unknown (12)	Yes (31)
Unannounced Inspections Permitted	Unknown (12)	Yes (31)
Unannounced Inspections Conducted	Unknown (12)	Yes (31)
Complaint Mechanism Exists	Yes (37)	Yes (31)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (12)	Yes (31)

The Labor Inspectorate has budgeted \$117,000 toward investigating cases of child labor in 2015. This funding is insufficient; inspectors also lack the access to transportation, fuel, and tools required to satisfactorily investigate and document child labor cases.(31) In 2015, the Ministry of Employment, Labor and Social Security (MELSS) employed 60 labor inspectors whom they disseminated throughout Niger to enforce labor laws, including those related to child labor. Given the prevalence of child labor in the country, the number of labor inspectors is inadequate. According to the ILO's recommendation of one inspector for every 40,000 workers in less developed countries, Niger should employ roughly 157 inspectors in order to adequately enforce labor laws throughout the country.(31, 42-44) While labor inspectors are legally allowed to conduct unannounced inspections in both formal and informal sectors, MELSS admits that many cases of child labor in the informal sector are not investigated because of their remote locations and the inspectorate's lack of resources.(31)

Inspectors occasionally refer children rescued from dangerous work situations to government social services, which refer these children to NGOs.(31)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Niger took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown(12)	Yes(31)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown(12)	Yes(31)
■ Refresher Courses Provided	Unknown(12)	Yes(31)
Number of Investigations	Unknown(12)	Unknown(31)
Number of Violations Found	Unknown (12)	Unknown(31)
Number of Prosecutions Initiated	Unknown(12)	0(31)
Number of Convictions	Unknown(12)	0(31)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes(12)	Yes(31)

The Government of Niger does not differentiate between labor inspectors and criminal investigators for cases involving child labor. The 60 labor inspectors refer complaints to criminal law enforcement. (31) Investigators received basic and continued training on matters related to the laws and the enforcement of laws relating to child labor during the reporting period.(31) In 2015, Niger did not initiate any prosecutions, nor were there any convictions in cases involving child labor.(31) An informal referral mechanism between NGOs, the police, and government social services is in place, but the resources and facilities for the social services agencies are inadequate.(31) While the exact number of children removed from the worst forms of child labor is unavailable, removals are only conducted in the most extreme cases of exploitation, according to MELSS.(31)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Review proposals for action plans for the ILO-IPEC country program and ensure that they are consistent with national child labor policy and priorities.(37)
National Commission to Coordinate Efforts to Combat Trafficking in Persons (CNCLTP)	Coordinate efforts to combat human trafficking, and to develop and implement policies and programs related to human trafficking.(12, 35, 39) Comprises five executive board members and 19 other members, including representatives of government ministries; members of CNDH, civil society organizations, women's rights groups, labor unions, judges, bar associations; and two foreign donor representatives who act as observers.(37, 45)
National Agency to Fight Against Trafficking in Persons (ANLTP)	Implement policies and programs developed by the CNCLTP; conduct awareness campaigns about human trafficking in conjunction with the CNCLTP; provide training and education to reduce the risk of human trafficking; and maintain a hotline to receive complaints of human trafficking.(12, 37, 39, 45)
National Committee to Combat Child Labor in Agriculture	Coordinate policies and programs to combat child labor in agriculture.(46) Chaired by the Ministry of Agriculture and includes representatives from MELSS and the Ministry for the Promotion of Women and Child Protection. Also includes nongovernmental stakeholders such as NGOs, labor unions, international organizations, and social partners.(47)

In 2015, the ANLTP, in collaboration with international partners, organized training and awareness raising campaigns on the newly adopted Migrant Anti-Smuggling Law.(48) However, reports indicate that the effectiveness of the established coordinating mechanisms to address child labor, including its worst forms, was hampered by budget constraints.(11, 49) In addition, the number of calls received by the ANLTP's hotline that involve child trafficking is unknown.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Niger has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat the Sexual Exploitation of Children	Seeks to combat the sexual exploitation of children.(5, 37)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Decent Work Country Program (2012–2015)	Describes the child labor situation in Niger and includes targets for the elimination of child labor. Falls under the direction of MELSS.(11, 50, 51)
Social and Economic Development Plan (2012–2015)	Describes Niger's overall development agenda, aims to prevent the worst forms of child labor, and calls for the adoption of the Nation Action Plan to Combat Child Labor.(11, 12, 52)
National Action Plan to Combat Trafficking in Persons (2014–2018)	Includes goals of enhancing the legal framework to prevent human trafficking, effectively implementing the laws, providing effective protection and care for victims, and strengthening social and educational initiatives for vulnerable children. Led by the ANLTP. (11, 53, 54)
National Social Protection Strategy	Aims to improve the quality of, and access to, basic education and health services; includes strategy to combat child labor. Overseen by the Ministry of Population, Women's Promotion and Child Protection.(55)
UNDAF (2014–2018)	Promotes improved access to education for vulnerable children and aims to build the capacity of the Government to address child labor. Falls under the direction of the Ministry of Planning, Territorial Administration, and Community Development, and supported by international donors. (56)
Education and Training Sectorial Program (PSEF) (2014–2024)*	Sets out a comprehensive map to improve the quality of, and access to, basic and higher education. Led by the Ministry of Education.(11, 57)
Nigeriens Nourish Nigeriens Development Plan "3N" (2012–2015)*	Seeks to develop the national agricultural sector and improve food security and nutrition for children located in vulnerable and remote geographical areas. Overseen by the Prime Minister's office and supported by international donors.(58, 59)
Strategy for Development and Security in Sahel-Saharan Areas of Niger (2012–2017)*	Describes Niger's overall security and development agenda with local populations in northern Niger. Seeks to increase youth employment and improve infrastructure and strengthening social services, particularly in health, education, and transportation.(60, 61) Overseen by the Prime Minister's Office.(60)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, the Government of Niger drafted the latest version of the National Action Plan to Combat Child Labor, which aims to eliminate the worst forms of child labor in Niger by 2025.(12, 31) The Plan also addresses child labor in various sectors, including agriculture, mining, domestic work, and begging.(5) However, the Plan has yet to be adopted.(5, 11, 12)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Niger funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Project to Combat Child Labor in Domestic Service (2011–2015)	Government of France-funded, 3-year, \$1.3 million regional project to combat child labor in domestic work.(62)
Project Against Forced Labor and Discrimination (PACTRAD II) (2014–2015)	Government program, supported by the ILO, to combat forced labor and discrimination practices against women and children in Niger.(63, 64) In 2015, conducted a training session for journalists on forced labor and decent work.(65)
Centers for Education, Legal, and Preventive Services (SEJUP)†	Government program, in collaboration with UNICEF, aiming to provide food, shelter, education, and vocational training to street children, many of whom are victims of child labor. Operates 34 centers located nationwide.(11, 66)
WFP	UN program supporting cash-for-work schemes and other initiatives to address food insecurity. In 2015, allocated \$420,000 in food assistance to 2,648 children in Niger.(59, 67)
Niger Safety Net Project (2011–2017)	World Bank cash transfer and cash-for-work project aiming to establish a safety net system for vulnerable households. In 2015, provided more than \$10.5 million in cash to work transfers to 44,800 beneficiaries located in Dosso, Maradi, Tahoua, Tillabery, and Zinder.(68)
Second Chance Community Literacy Education and Vocational Training Program	Government program, collaborating with Volunteers for Education Integration, (a local NGO) that provides literacy and vocational training opportunities to vulnerable children.(37)
Niger Education and Community Strengthening (2012–2016)	USAID and Millennium Challenge Corporation-funded, \$7.6 million, 4-year project implemented by the Ministry of Education and Plan International to increase access to quality education for girls and boys.(69)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Resilience in the Sahel-Enhanced (RISE) (2014–2019)	USAID program helping vulnerable communities in Niger and Burkina Faso mitigate vulnerabilities, shocks, and stresses by facilitating inclusive growth.(70) Aims to reach an estimated 1.9 million beneficiaries.(71)
Migration Forum	Government forum, with support from the ILO-IPEC and a local NGO, that combats the migration of youth, especially girls, from rural to urban areas.(37)

† Program is funded by the Government of Niger.

Although Niger has programs that target child labor, the scope of these programs is insufficient to fully address the problem, especially in agriculture, herding, and mining. Niger also lacks a specific program to assist children exploited by religious instructors.(16)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Niger (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Make publicly available the law containing the official compulsory education age.	2015
	Raise the minimum age for hazardous work to 18 to comply with international standards.	2009 – 2015
	Ensure the types of work that children perform in Niger that fall into a R.190 category, such as work in unhealthy environments, are prohibited to children under 18.	2014 – 2015
	Ensure that the law's minimum age provisions and protections apply to children in unpaid or non-contractual work.	2015
	Ensure that the Penal Code provides higher penalties for inciting people to beg and that street children are not compelled to engage in the worst forms of child labor.	2009 – 2015
Enforcement	Increase efforts to ensure that perpetrators of traditional forms of caste-based servitude and hereditary slavery are prosecuted according to the law.	2015
	Increase the resources and number of labor inspectors and criminal investigators responsible for enforcing laws related to child labor in order to provide adequate coverage of the workforce.	2009 – 2015
	Ensure inspections and enforcement efforts take place in the informal sector, in which most child labor occurs.	2014 – 2015
	Make efforts to increase the number of prosecutions and convictions in cases related to the worst forms of child labor.	2010 – 2015
	Collect and publicize information on the number and type of labor inspections, violations, complaints, citations, and penalties related to child labor, as well as the number of criminal law investigations and violations.	2012 – 2015
	Ensure government social services have sufficient resources and facilities to provide the necessary care to children withdrawn from hazardous labor.	2015
Coordination	Ensure that the CNCLTP, ANLTP, the National Steering Committee on Child Labor, the National Committee to Combat the Phenomenon of Street Children, and the National Committee to Combat the Vestiges of Forced Labor and Discrimination receive adequate funding to fulfill their missions.	2011 – 2015
	Disaggregate complaints made to the ANLTP's hotline by number of children trafficked.	2013 – 2015
Government Policies	Adopt and implement the National Action Plan to Combat Child Labor.	2009 – 2015
	Integrate child labor elimination and prevention strategies into the PSEF, the Nigeriens Nourish Nigeriens Development Plan, and the Strategy for Development and Security in Sahel-Saharan Areas of Niger.	2013 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Increase access to education by—	2013 – 2015
	■ Increasing school infrastructure, teacher availability, and school supplies;	
	■ Ensuring school administrators and teachers allow children without birth certificates to attend school; and	
	■ Making sure all children, including refugees, have access to education.	
	Expand the scope of programs to address the worst forms of child labor, including in agriculture, herding, and mining.	2009 – 2015
	Implement a program to target children exploited by religious instructors.	2011 – 2015

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Nigeria

MODERATE ADVANCEMENT

In 2015, Nigeria made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted a law that restricts the ability of judges to offer fines in lieu of prison time for human trafficking offenses and investigated and prosecuted individuals involved in operating a human trafficking network that trafficked girls to Dubai for commercial sexual exploitation. The National Steering Committee for the Elimination of the Worst Forms of Child Labor also worked to standardize child labor reporting. However, children are engaged in the worst forms of child labor, including in quarrying gravel and armed conflict. The legal framework has inconsistencies on child labor, and the minimum age for work is below international standards. The Government did not take actions to implement the National Action Plan for the Elimination of Child Labor, and social programs are not sufficient to address the scope of the problem.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Nigeria are engaged in the worst forms of child labor, including in quarrying gravel and armed conflict.(1-5) Table 1 provides key indicators on children's work and education in Nigeria.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	31.1 (13,924,739)
Attending School (%)	5-14 yrs.	76.2
Combining Work and School (%)	7-14 yrs.	26.8
Primary Completion Rate (%)		76.0

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of manioc/cassava, cocoa, rice,* and tobacco* (8-14)
	Herding livestock (10, 14, 15)
	Fishing,* activities unknown (8, 10)
Industry	Mining and quarrying granite and gravel and breaking granite into gravel (4, 10, 11, 13, 16-18)
	Harvesting sand (11, 19)
	Artisanal gold mining and processing (10, 11, 13, 20-24)
	Construction, including making bricks* and carrying construction materials* (10, 13, 14)
Services	Domestic work (10, 13, 14, 17, 25)
	Conducting and collecting money on public buses, and automotive repair (10, 14, 17, 26)
	Street work, including vending, begging, and scavenging (8, 10, 13, 14, 16, 17, 25-28)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (2, 8, 10, 14)
	Use in the production of pornography* (10)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced begging, domestic work, street vending, textile manufacturing,* mining and quarrying gravel and granite, and labor in agriculture, including in cocoa, each sometimes as a result of human trafficking (2, 8, 10, 14, 16, 29, 30)
	Use in illicit activities for armed groups, sometimes as a result of forced recruitment, including participating in extortion, armed robbery, and drug trafficking (10, 14, 26, 28)
	Use in armed conflict, sometimes as a result of forced recruitment (1-3, 5, 31, 32)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In northern Nigeria, many families send children from rural to urban areas to live with and receive a Koranic education from Islamic teachers, known as *mallams*. These children, known as *almajiri*, may receive lessons, but teachers often force them to beg on the streets and surrender the money they collect.(8, 28, 33) These children are highly vulnerable to recruitment by Boko Haram.(34)

Benin City, the capital of Edo state, is a major human trafficking hub in Africa.(35, 36) Children in Nigeria are trafficked internally and subjected to forced labor in agriculture, begging, domestic work, mining, stone quarrying, textiles manufacturing, street vending, and commercial sexual exploitation.(2, 37) Children from Nigeria are trafficked to Equatorial Guinea, where they may be forced to work as domestic servants, market laborers, street vendors, and launderers.(38) Girls from Nigeria are trafficked to Europe for commercial sexual exploitation.(2, 35) During the reporting period, reports indicated that children were trafficked from internally displaced persons camps for domestic work and commercial sexual exploitation; however, a government multi-agency taskforce investigated the allegations and found no evidence of child trafficking.(39-41)

Children from West African countries experience forced labor in Nigeria, including in granite mines.(2) Boys from Niger are subjected to forced labor, including forced begging, by corrupt *mallams*.(33, 41) Children from Benin are trafficked to Nigeria for domestic and agricultural work.(30)

Pervasive poverty, coupled with mass unemployment and a poor education system, has created an atmosphere in which youth are susceptible to participation in armed conflict with various groups, including ethnic-based militia organizations, criminal gangs, extremist groups, and partisan political organizations, such as party youth wings.(28, 42-44) Children as young as age 8 are recruited, and sometimes forced, into such groups.(28) Research found no reports of children being used in the Government's armed forces.

Boko Haram recruited and used child soldiers during the reporting period.(1-3, 5) Reports indicate that children as young as age 7 were recruited to participate in combat operations, burn houses, cook, and work as look-outs and porters.(45) Young girls were used to carry out numerous suicide bombings.(3, 5, 46-48) The terrorist group also abducted girls, and militants subjected them to forced labor and sexual servitude.(2, 32) Children as young as age 14 joined Borno state's Civilian Joint Task Force (CJTF) and other civilian vigilante groups.(2, 32) The CJTF works with security forces by identifying and helping to arrest suspected Boko Haram members.(32) Although it is unclear whether the CJTF forcibly recruited children under age 18 during the reporting period, the Nigerian military has told the group not to allow children to join.(2, 3, 32)

Ongoing insecurity has forced the displacement of millions of people in Cameroon, Chad, Niger, and Nigeria.(49) By the end of 2015, more than 1.8 million people had been displaced within Nigeria, including more than 1 million children.(5) Despite hundreds of schools reopening in northwest Nigeria for the first time in a year and a half, many classrooms are severely overcrowded because some school buildings are still being occupied by displaced persons seeking shelter from the conflict.(50, 51) Furthermore, schools continue to be occupied by government armed forces combating Boko Haram.(5) Many teachers and students are reluctant to return to school because of persistent conflict in the region.(50)

Although free and compulsory education is federally mandated by the Education Act, little enforcement of compulsory education laws occurs at the state level.(31) While some states offer free education, free and compulsory education does not yet fully exist in Nigeria.(10) School fees are often charged, and the cost of books, uniforms, and other supplies can be prohibitive for low-income families.(10, 31, 52) Under financial strain, many families choose to send girls to work and boys to school.(10)

Nigeria




MODERATE ADVANCEMENT

In 2011, the Government collected data on the prevalence of child labor; however, this data has not been published.(31)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Nigeria has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

Nigeria has ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa, known as the Kampala Convention.(53) The Convention prohibits armed groups from recruiting children, or otherwise permitting them to participate in conflict, and engaging in sexual slavery and trafficking, especially of women and children.(54)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12	Section 59(1) of the Labour Act; Sections 28 and 29 of the Child's Right Act (55, 56)
Minimum Age for Hazardous Work	Yes	18	Section 59(6) of the Labour Act; Sections 28 and 29 of the Child's Right Act (55, 56)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Sections 59-61 of the Labour Act; Section 28 of the Child's Right Act (55, 56)
Prohibition of Forced Labor	Yes		Sections 13, 22, 24, and 25 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Sections 28 and 30 of the Child's Right Act (56, 57)
Prohibition of Child Trafficking	Yes		Section 13 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Section 30 of the Child's Right Act (56, 57)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 13-17 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Sections 30 and 32 of the Child's Right Act (56, 57)
Prohibition of Using Children in Illicit Activities	Yes		Section 19 of the Trafficking in Persons (Prohibition) Enforcement and Administration Act; Sections 25 and 30 of the Child's Right Act (56, 57)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 28 of the Armed Forces Act; Section 34 of the Child's Right Act (56, 58)
Compulsory Education Age	Yes	15	Sections 2 and 15 of the Education Act; Section 15 of the Child's Right Act (56, 59)
Free Public Education	Yes		Sections 2 and 3 of the Education Act; Section 15 of the Child's Right Act (56, 59)

* No conscription (60)

In 2015, the Government amended the Trafficking in Persons (Prohibition) Law Enforcement and Administration Act to increase penalties for human trafficking offenders and restrict the ability of judges to penalize human trafficking offenders with fines in lieu of prison time. In addition, the Act criminalizes the employment of children under age 12 in domestic work.(2, 57)

The Federal Child's Right Act (CRA) codifies the rights of children in Nigeria and must be ratified by each state to become law in its territory.(14, 56) Nigeria had no new adoptions of the CRA during the reporting period.(14) To date, 23 states and the federal capital territory have ratified the CRA; of the remaining 13 states, 12 are in northern Nigeria.(14, 25)

The laws in Nigeria regarding minimum age for employment are inconsistent. The CRA states that the provisions on young people in the Labour Act apply to children under the CRA, but also that the CRA supersedes any other legislation related to children.(56) The CRA restricts children under age 18 from any work except light work for family members; however, Section 59 of the Labour Act, which is in force in all 36 states, sets the minimum employment age at 12.(55, 56, 61) The Labour Act also permits children of any age to do light work alongside a family member in agriculture and domestic work.(55, 61) This language makes it unclear what minimum ages apply for certain types of work in the country.(61) The minimum age protections in the Labour Act do not apply to children who are self-employed.(55, 61)

Although the Labour Act forbids the employment of youth under age 18 in work that is dangerous to their health, safety, or morals, it does allow children to participate in certain types of work that may be dangerous by setting different age thresholds for various activities.(55) For example, the Labour Act allows children ages 16 and older to work at night in gold mining and the manufacturing of iron, steel, paper, raw sugar, and glass, and thus, children are vulnerable to dangerous work in industrial undertakings, underground, and with machines.(55, 61) The National Steering Committee for the Elimination of the Worst Forms of Child Labor developed a report in 2013 that identified hazardous child labor in Nigeria. The Ministry of Labor and Employment (MLE) is establishing guidelines that will operationalize the report.(13, 14, 33)

Some states have enacted additional provisions to protect working children in their territories. The 2006 Abia State Child Rights Law prohibits all children under age 18 from engaging in domestic work outside of the home or family environment.(62) The state governments of Anambra, Bayelsa, and Lagos have prohibited children from all street trading, and Delta state prohibits children from street trading during the school day. Kano state has initiated a prohibition against *almajiri* begging on the street.(14)

The law does not sufficiently prohibit the commercial sexual exploitation of children because the distribution and possession of child pornography are not criminally prohibited.(56, 57)

In Zamfara state, the *Shari'a* Penal Code, the moral code and religious law of Islam, defines an offender as anyone who "does any obscene or indecent act in a private or public place, or acts or conducts himself/herself in an indecent manner." This language may leave children forced into commercial sexual exploitation to be treated as offenders instead of victims.(63)

Although the CRA criminalizes using, procuring, and offering a child in the production and trafficking of drugs, the 13 states that have not yet ratified the CRA have no legislation in place to criminalize this activity.(56)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Employment (MLE), Labor Inspectorate	Enforce federal child labor laws. Deploy labor inspectors across 36 state labor offices and the federal capital territory to investigate all labor law violations, including those related to child labor.(14, 64)
National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP)	Enforce laws against human trafficking and exploitative labor.(14) Investigate whether any person has committed an offense under the anti-human trafficking law.(65) Coordinate with the Ministry of Women's Affairs and Social Development and state governments to provide child victims with social services and reunite trafficked children with their families.(14)

Nigeria

MODERATE ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Nigeria Police	Enforce all laws prohibiting forced child labor and commercial sexual exploitation. Support MOLP and collaborate with NAPTIP on trafficking enforcement.(14)
Nigeria Immigration Service	Collaborate with NAPTIP to enforce laws against child trafficking.(14)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Nigeria took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (14)	Unknown (31)
Number of Labor Inspectors	660 (14)	660 (31)
Number of Child Labor Dedicated Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (14, 33)	Yes (31)
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown (14)	Unknown
■ Number Conducted at Worksite	Unknown (14)	Unknown
■ Number Conducted by Desk Reviews	Unknown (14)	Unknown
Number of Child Labor Violations Found	Unknown (14)	Unknown (31)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (14)	Unknown (31)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (66)	Yes (31)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (66)	Yes (66)

In 2015, the Labor Inspectorate employed 258 factory inspectors and 402 labor officers; however, according to the ILO's recommendation of one inspector for every 15,000 workers in industrializing economies, Nigeria should employ about 3,830 inspectors in order to adequately enforce labor laws throughout the country.(31, 67-69)

There are no labor inspectors available to conduct inspections on seafaring vessels.(70) The Labour Act states that children ages 15 and older may work onboard these vessels and, therefore, children are unprotected by the country's enforcement framework.(55) Research did not find mechanisms to enforce existing protections for street children; however, the Government is developing guidelines to extend labor law protections to the informal economy.(71)

State agencies are responsible for enforcing the CRA, and they can undertake additional measures to enforce child labor laws.(14) In Edo state, for example, labor officers work with the transportation industry to prevent children from working as bus conductors during the school day.(14)

MOLP refers cases of children that are gravely in danger to the National Agency for the Prohibition of Trafficking in Persons and Other Related Matters (NAPTIP); however, research found no other referral mechanisms between MOLP and social welfare services.(66)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Nigeria took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (72)
Number of Investigations	236 (14)	42 (73)
Number of Violations Found	Unknown	516 (72)
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	12 (74)	2 (73)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (14)	Yes (72)

In 2015, NAPTIP, in collaboration with international organizations, provided training on investigation and reportage of human trafficking cases and victim identification to 341 NAPTIP officials, Nigerian Immigration Service Officers, Nigeria Police officers, and media practitioners.(75)

During the reporting period, the Government initiated an investigation against a Nigerian soldier who was accused of exploiting a child in forced labor.(2) NAPTIP investigated and prosecuted individuals involved in operating a human trafficking network that trafficked girls to Dubai for commercial sexual exploitation.(72)

In 2015, NAPTIP identified and provided assistance to 516 child trafficking victims, 261 of which were victims of labor exploitation.(72)

NAPTIP coordinates with the Ministry of Women's Affairs and Social Development and state governments to provide social services to trafficked children through the National Referral Mechanism; however, research did not find a referral mechanism for children found in other worst forms of child labor.(14) During the reporting period, criminal law enforcement authorities detained 129 children for alleged association with Boko Haram.(5)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee for the Elimination of the Worst Forms of Child Labor	Coordinate efforts to combat child labor. Includes representatives from MOLP; the Ministry of Women's Affairs and Social Development; and the Ministries of Mining and Metal Production, Agriculture, Foreign Affairs, and Education, along with NAPTIP and the National Bureau of Statistics.(14) In addition, includes representatives from ILO-IPEC, UNICEF, NGOs, and faith-based organizations that work on child labor issues.(14) During the reporting period, the Committee discussed efforts to standardize child labor reporting across Nigeria to identify violations and update child labor statistics.(31)
Ogun and Oyo State Steering Committees on Child Labor	Facilitate action plans for the elimination of child labor in each state and enhance collaboration among agencies. Includes officials from MOLP, Ministry of Women's Affairs and Social Development, Ministry of Education, NAPTIP, Nigeria Police, Nigeria Immigration Service, and NGOs.(76, 77)
Inter-Ministerial Taskforce on Trafficking in Persons	Coordinate child labor issues related to human trafficking. Chaired by NAPTIP.(14) In 2015, completed its first report, which designated human trafficking as a national priority; provided recommendations to mobilize government agencies to focus on human trafficking; and provided recommendations to strengthen coordination at the federal, state, and local levels.(72)
State Child Labor Task Forces	Ensure that children attend school. Established in Akwa Ibom, Delta, Lagos, Ogun, Ondo, and Oyo states.(14, 78)

In April 2015, an expert consultation met to discuss options for handover and return of children associated with armed forces and armed groups in northeast Nigeria. Participants included federal and state government officials, NGOs, and UN agencies.(45)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Nigeria has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Policy on Child Labor	Aims to significantly reduce the prevalence of child labor in Nigeria by 2015 and achieve total elimination by 2020.(79)
National Action Plan for the Elimination of Child Labor in Nigeria (2013–2017)	Provides the roadmap for implementation of the National Policy on Child Labor in Nigeria.(80)
Ogun and Oyo State Action Plans on Child Labor (2014–2017)	Guides implementation of the National Policy on Child Labor in Ogun and Oyo states.(77, 81, 82)
NAPTIP Strategic Plan (2012–2017)	Provides a framework for mobilizing NAPTIP and all stakeholders involved in combating human trafficking within Nigeria and internationally. Structured around six main areas: organizational development; research and assessment; prevention, protection, return, and re-integration measures; law enforcement; monitoring and evaluation; and international cooperation.(83)
National Policy on Protection and Assistance to Trafficked Persons in Nigeria	Outlines protection and rehabilitation services for victims of human trafficking and child labor.(84)
ECOWAS Regional Action Plan for the Elimination of Child Labor	Aims to eliminate worst forms of child labor in ECOWAS member states by 2015.(85)
National Framework for the Development and Integration of <i>Almajiri</i> Education into the Universal Basic Education Scheme	Provides guidelines for state governments to improve the Islamic education system and address the problem of begging by <i>almajiri</i> .(86–88)
Action Plan for Ending Violence Against Children in Nigeria†	Focuses on eliminating sexual and physical violence against children. Implemented by the Ministry of Women's Affairs and Social Development. May encourage more states to adopt and enforce the Child's Rights Act.(31)

† Policy was approved during the reporting period.

According to the Government, no steps were taken to implement the National Policy and National Action Plan for the Elimination of Child Labor in 2015.(31)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Nigeria funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
NAPTIP Shelters for Human Trafficking Victims†	Government-funded program that operates 9 shelters in Nigeria, with a total capacity for 313 victims. Shelters provide legal, medical, psychological, and family reunification services, and vocational training and business management skills.(2)
State Government Programs†	Anambra state program raises awareness of the state's ban of children in street trading. Ogun state has a program for labor officers to initiate awareness-raising programs for parents of children working in stone quarries.(14) Akwa Ibom, Delta, and Rivers states provide free primary education.(14, 78, 89) Katsina state provides free primary and secondary education. Osun state operates an elementary school feeding and health program that provides free lunch for elementary school students.(14) Borno state provides funds, transportation, and lunch to vulnerable children to help them attend school.(78) Kano state provides free primary education, free school meals, and some free transportation for children to attend school and the state is also introducing kindergarten classes.(14) In 2015, Kaduna state launched a program to cover costs of school uniforms, books, and meals for students in public primary and junior secondary schools.(52)
Safe Schools Initiative†	Government-funded program, with support from the UN, that aims to provide remedial education and pilot 10 safe education facilities in northeast Nigeria in Borno, Yobe, and Adamawa states. Combines school-based interventions, community interventions to protect schools, and special measures for vulnerable populations.(90, 91)
Sokoto and Niger States Program	United Kingdom's Department for International Development-funded program, implemented by the Government and UNICEF, that provides cash transfers to pay for textbooks and other school-related costs for girls ages 6 to 15.(92)

† Program is funded by the Government of Nigeria.

During the reporting period, NAPTIP conducted awareness-raising events at select primary and secondary schools in six states known for a high prevalence of human trafficking. More than 10,000 students learned about human trafficking.(72)

Although Nigeria has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem. Research found no evidence of programs to specifically address children engaged in agriculture, commercial sexual exploitation, domestic work, forced labor, illicit activities, and armed conflict.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Nigeria (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Increase the minimum age for regular work to at least 14, in accordance with international standards; ensure that national legislation on minimum age for work is consistent and that all children, including those who are self-employed, are protected; and ensure that provisions related to light work conform to international standards.	2009 – 2015
	Ensure that the hazardous occupations and activities prohibited for children are comprehensive.	2009 – 2015
	Ensure that the distribution and possession of child pornography are criminally prohibited.	2015
	Ensure that states that apply <i>Shari'a</i> as the penal code do not penalize child victims of commercial sexual exploitation.	2009 – 2015
	Ensure that using, procuring, and offering a child for the production and trafficking of drugs are criminally prohibited in all states.	2015
Enforcement	Make information publicly available on the Labor Inspectorate's funding, training of labor inspectors and criminal investigators, number and type of labor inspections conducted, number of violations found, number of prosecutions initiated, and complaint mechanisms.	2009 – 2015
	Provide an adequate number of trained inspectors to effectively enforce labor laws, including laws related to the worst forms of child labor.	2010 – 2015
	Ensure that child labor inspections occur on seafaring vessels and that a mechanism exists for enforcing existing protections for street children.	2010 – 2015
	Establish referral mechanisms between Nigeria's law enforcement and social service agencies for all children found during labor inspections and criminal investigations.	2013 – 2015
	Ensure that children associated with armed groups are not detained and refer these children to social service providers.	2015
Government Policies	Take steps to implement the National Policy on Child Labor and National Action Plan to Eliminate Child Labor.	2014 – 2015
Social Programs	Make the results of the 2011 child labor study publicly available, and, if necessary, conduct additional research to determine the activities of children working in fishing.	2011 – 2015
	Take steps to provide sufficient educational infrastructure for children to access school. Remove all armed groups and forces from schools and compounds.	2015
	Ensure that all states adopt programs to offer free education and expand existing programs that provide vulnerable children, especially girls, with funds to cover school fees and the cost of materials.	2014 – 2015
	Establish and expand programs that prevent and remove children from child labor in agriculture and domestic work, and from the worst forms of child labor in commercial sexual exploitation, forced labor, illicit activities, and armed conflict.	2009 – 2015

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Oman

MODERATE ADVANCEMENT

In 2015, Oman made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established a study group to conduct research on child labor and how to combat it, drafted regulations outlining the conditions in which children may engage in light work, and set up a mechanism to receive complaints of child labor, including its worst forms, and refer them to the Royal Oman Police for investigation. Although the problem does not appear to be widespread, children are engaged in child labor, including in the agricultural sector in Oman. The Government lacks a policy to address all worst forms of child labor, and information on the enforcement of child labor laws is not publicly available.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although the problem does not appear to be widespread, children are engaged in child labor, including in the agricultural sector in Oman.(1) Table 1 provides key indicators on children's work and education in Oman. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		108.8

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(2)
Data were unavailable from Understanding Children's Work Project's analysis, 2015.(3)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (1)
	Fishing,* activities unknown (1)




* Evidence of this activity is limited and/or the extent of the problem is unknown.

The Ministry of Social Development set up a study group, in cooperation with the Sultan Qaboos University, to research how to combat child labor in Oman.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Oman has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 46 of the Child Law (4)
Minimum Age for Hazardous Work	Yes	18	Article 76 of the Labor Law; Article 45 of the Child Law (4, 5)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 76 of the Labor Law (5)
Prohibition of Forced Labor	Yes		Articles 1, 2, and 9 of the Law to Combat Human Trafficking; Article 3bis of the Labor Law (5, 6)
Prohibition of Child Trafficking	Yes		Articles 1, 2, and 9 of the Law to Combat Human Trafficking (6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 1, 2, and 9 of the Law to Combat Human Trafficking; Articles 220, 221, and 224 of the Penal Code (6, 7)
Prohibition of Using Children in Illicit Activities	Yes		Articles 99 and 229 of the Penal Code; Article 58 of the Child Law (4, 7)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	16	Article 55 of the Child Law (4)
Compulsory Education Age	Yes	16‡	Article 36 of the Child Law (4)
Free Public Education	Yes		Article 13 of the Basic Law; Article 36 of the Child Law (4, 8)

* No conscription (9)

‡ Age calculated based on available information (10)

In 2015, the Ministry of Manpower drafted regulations that specify under what conditions children may be engaged in light work, pursuant to the Child Law.(1)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Manpower	Monitor and enforce child labor laws, conduct labor inspections, and share information with the Royal Oman Police on labor and criminal law violations when penalties are pursued.(11)
Ministry of Social Development	Enforce the Child Law, including receiving complaints and referring cases to the Royal Oman Police and Public Prosecution.(1)
Royal Oman Police	Monitor and enforce the Child Law, including its provisions related to child labor; refer cases to the Public Prosecution.(11, 12)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Public Prosecution	Prosecute human trafficking and sexual exploitation cases in court with assistance from the Royal Oman Police.(11, 13)
Child Protection Committee	Protect the child from exploitation and receive complaints and reports of violations of child rights, including the worst forms of child labor.(4)

In 2015, the Ministry of Social Development established a mechanism to receive complaints from the public regarding child labor, including its worst forms, and refer them to the Royal Oman Police for investigation.(1)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Oman took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	200 (10)	160 (1)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown (1)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown	Unknown (1)
■ Number Conducted at Worksite	Unknown	Unknown (1)
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown (1)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (14)	Unknown (1)
■ Routine Inspections Targeted	Yes (14)	Unknown
Unannounced Inspections Permitted	Yes (15)	Yes (15)
Unannounced Inspections Conducted	No (14)	Yes (1)
Complaint Mechanism Exists	No (10)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (10)	No (1)

In 2015, the Ministry of Manpower provided training on child labor issues in cooperation with the ILO. The specific type of training is unknown.(1)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Oman took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (10)	No (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	No (10)	No (1)
■ Refresher Courses Provided	No (10)	No (1)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	No (1)

There was no evidence of child trafficking in the reporting period.(16) Research found no evidence of formal mechanisms or procedures to proactively identify children engaged in the worst forms of child labor.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established the National Committee for Combating Human Trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee for Combating Human Trafficking	Oversee the National Plan for Combating Human Trafficking. Includes the Royal Oman Police; the Public Prosecution; the Ministries of Information, Education, Manpower, Health, Social Development, Justice, Foreign Affairs, and Legal Affairs; and the Oman Chamber of Commerce and Industry.(13)
National Committee on Implementing the UNCRC	Led by the Ministry of Social Development to oversee the implementation of the UN CRC, including its provisions related to child labor and its worst forms. Other members include representatives from the Ministries of Health and Education, and the Royal Oman Police. There are subcommittees in all 11 governorates.(10)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Oman has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan for Combating Human Trafficking	Establishes roles and responsibilities of governmental organizations involved in combating child trafficking and describes procedures for applying the Law to Combat Human Trafficking.(13)

Although the Government of Oman had adopted the National Plan for Combating Human Trafficking, research found no evidence of a policy to address all forms of child labor, including in farming and fishing.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Oman funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Programs of the National Plan for Combating Human Trafficking†	Government programs under the National Plan for Combating Human Trafficking. Includes implementation of awareness-raising activities on human trafficking in schools and among the general population, provision of social services for trafficking victims, and coordination with international organizations on human trafficking developments.(13)
Trafficking Victims' Shelter†	Government-run shelter that provides accommodations and social, psychological, legal, and medical services for up to 50 women and children who are victims of trafficking.(17, 18)

† Program is funded by the Government of Oman.

The exclusion of migrant workers and their children from public social services, including education and housing benefits available to citizens, may increase their vulnerability to the worst forms of child labor.(19)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Oman (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Collect and make publicly available data on the labor inspectorate funding, whether inspectors are authorized to assess penalties, the types of training for labor inspectorate, the number of inspections and whether they were conducted at the worksite or via desk review only, the number of violations, the penalties including those imposed, and whether routine and targeted inspection were conducted.	2013 – 2015
	Establish a referral mechanism between law enforcement and social services.	2014 – 2015
	Ensure that investigators receive training on the worst forms of child labor.	2015
	Collect and make publicly available data on the number of criminal investigations, violations, prosecutions, and convictions.	2013 – 2015
	Develop formal mechanisms and procedures to proactively identify victims of all worst forms of child labor.	2011 – 2015
Coordination	Establish a coordinating mechanism to combat child labor, including in its worst forms.	2009 – 2015
Government Policies	Develop a national policy to address all worst forms of child labor.	2013 – 2015
Social Programs	Ensure that migrant workers' children are afforded protection from exploitation through access to social services.	2011 – 2015

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In 2015, Pakistan made a moderate advancement in efforts to eliminate the worst forms of child labor. The Provincial Government of Khyber Pakhtunkhwa passed the Prohibition of Employment of Children Act and the Bonded Labor Systems (Abolition) Act. The Provincial Government of Punjab collaborated with the International Labor Organization to provide free education and books to the children of brick kiln workers. The Criminal Law (Amendment) Bill, which criminalizes serious offenses against children, was passed by the National Assembly and is waiting for Senate approval. However, children in Pakistan are engaged in the worst forms of child labor, including in forced domestic work and bonded labor in brick kilns. Three Provincial Governments have not established a minimum working age, and the Federal minimum age for hazardous work falls short of international standards. Provincial Governments do not have the resources necessary to enforce laws prohibiting child labor, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Pakistan are engaged in the worst forms of child labor, including in forced domestic work and bonded labor in brick kilns. (1, 2) Table 1 provides key indicators on children's work and education in Pakistan.

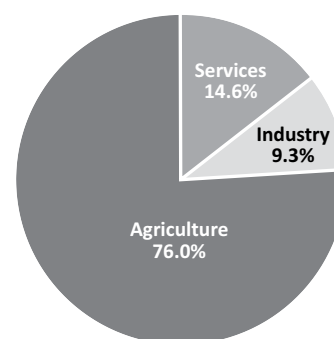
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	13.0 (2,449,480)
Attending School (%)	5-14 yrs.	72.3
Combining Work and School (%)	10-14 yrs.	1.6
Primary Completion Rate (%)		73.7

Source for primary completion rate: Data from 2014, published by the UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the Labor Force Survey, 2010–2011.(4)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including harvesting cotton,* wheat,* dates,* sugarcane,* and potatoes* (5-12)
	Raising livestock (7, 8, 10)
	Fishing,* including deep-sea fishing,* and harvesting and processing shrimp* (13-15)
Industry	Manufacturing glass bangles,† surgical instruments, and palm leaf mats* (10, 12, 16, 17)
	Weaving carpets,† tanning leather, stitching soccer balls,* and weaving cloth using power looms*† (6, 12, 14, 15, 18-23)
	Producing bricks, mining coal and salt,* and quarrying and crushing stone,* including gypsum* (5, 6, 10, 19, 22, 24-28)
	Welding and steel fabrication, carpentry in small workshops, and construction*† (8, 10, 14, 19, 25, 27-29)
Services	Domestic work (6, 25, 27, 30, 31)
	Working in hotels, restaurants, tea stalls, and transportation* (5-7, 9, 10, 19, 22, 25, 27, 28, 31)
	Scavenging and sorting recyclables and collecting waste paper* (6, 10, 11, 18, 19, 22, 28)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Automobile repair (6, 7, 19, 22, 25, 27, 28)
Categorical Worst Forms of Child Labor‡	Forced labor in brickmaking, carpet weaving, agriculture,* manufacturing glass bangles,* and mining coal (2, 15, 23, 32, 33)
	Forced domestic work, sometimes as a result of human trafficking* (1, 33, 34)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (33, 35)
	Forced begging, sometimes as a result of human trafficking* (33, 36)
	Use in armed conflict as a result of forced recruitment* (33, 37)
	Use in illicit activities, including smuggling small arms* and drugs* (38, 39)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

A national child labor survey has not been conducted since 1996, and the lack of recent data hampers the ability of the Federal and Provincial Governments to accurately assess the scope and prevalence of child labor.(40)

Girls are trafficked domestically and internationally into commercial sexual exploitation.(33) Boys are victims of human trafficking for commercial sexual exploitation around hotels, truck stops, bus stations, and shrines in Pakistan.(33, 35) Children are sold or kidnapped and forced to beg in Pakistan.(33, 41)

Non-state militant groups, such as pro-Taliban insurgents, force children to engage in espionage, armed conflict, and suicide attacks.(33, 37) Children are used to smuggle drugs and small arms across the Pakistan-Afghanistan border.(38, 39)




Some child domestic workers are subjected to sexual assault and extreme abuse, including cases in which child domestic workers were killed by their employers.(1, 34) Some children work as bonded laborers in the production of bricks and in coal mines. This is typically a result of Pakistan’s debt bondage system, *peshgi*, in which children are forced to work to pay off a family loan.(32, 42)

While education is free and compulsory through age 16, access to education is still limited. High rates of teacher absenteeism, inadequate facilities, lack of transportation, and corporal punishment may deter children from attending school.(15, 40, 43) In conflict zones, military operations often disrupt school attendance and damage infrastructure.(44) Armed groups and extremist groups regularly attack and threaten schools, disrupting children’s access to education.(43, 45)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Pakistan has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The Federal and Provincial Governments have established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Work	Federal	No		
	Khyber Pakhtunkhwa	Yes	15	Sections 2(1)(b) and 3(1) of the Khyber Pakhtunkhwa Prohibition of Employment of Children Act (46)
Minimum Age for Hazardous Work	Federal	Yes	15	Sections 2 and 3 of the Employment of Children Act (47)
	Punjab	Yes	15	Sections 2 and 3 of the Government of Punjab Employment of Children Act (48)
	Khyber Pakhtunkhwa	Yes	19	Sections 2(1)(a) and 3(2) of the Khyber Pakhtunkhwa Prohibition of Employment of Children Act (46)
Prohibition of Hazardous Occupations or Activities for Children	Federal	Yes		Parts 1 and 2 of the Schedule of the Employment of Children Act (47)
	Punjab	Yes		Parts 1 and 2 of the Schedule of the Government of Punjab Employment of Children Act (48)
	Khyber Pakhtunkhwa	Yes		Parts 1 and 2 of the Schedule of the Khyber Pakhtunkhwa Prohibition of Employment of Children Act (46)
Prohibition of Forced Labor	Federal	Yes		Section 4 of the Bonded Labor System (Abolition) Act; Section 3 of the Prevention and Control of Human Trafficking Ordinance; Sections 366A, 366B, 367, 370, 371A, 371B, and 374 of the Penal Code; Sections 17–23 of the Emigration Ordinance (49-52)
	Punjab	Yes		Section 4 of the Punjab Bonded Labor System (Abolition) Act (53)
	Khyber Pakhtunkhwa	Yes		Sections 2(j) and 3 of the Khyber Pakhtunkhwa Bonded Labour System (Abolition) Act (54)
Prohibition of Child Trafficking	Federal	Yes		Sections 2 and 3 of the Prevention and Control of Human Trafficking Ordinance; Sections 366A and 366B of the Penal Code (50, 51)
	Khyber Pakhtunkhwa	Yes		Section 52 of the Khyber Pakhtunkhwa Child Protection and Welfare Act (55)
Prohibition of Commercial Sexual Exploitation of Children	Federal	Yes		Sections 366A and 366B of the Penal Code; Section 3(iii) of the Prevention and Control of Human Trafficking Ordinance(50)
	Punjab	Yes		Section 40 of the Punjab Destitute and Neglected Children Act (56)
	Khyber Pakhtunkhwa	Yes		Sections 48,50, and 52 of the Khyber Pakhtunkhwa Child Protection and Welfare Act (55)
Prohibition of Using Children in Illicit Activities	Federal	No		
	Punjab	No		Section 36 of the Punjab Destitute and Neglected Children Act (56)
	Khyber Pakhtunkhwa	No		Sections 35, 38, and 45 of the Khyber Pakhtunkhwa Child Protection and Welfare Act (55)
Minimum Age for Compulsory Military Recruitment	Federal	N/A*		
Minimum Age for Voluntary Military Service	Federal	Yes	18	Section 3 of the National Service Ordinance (57)
Compulsory Education Age	Federal	Yes	16	Section 3 of the Right to Free and Compulsory Education Act (58)
	Sindh	Yes	16	Section 3(1) of the Sindh Right of Children to Free and Compulsory Education Act (59)
	Balochistan	Yes	16	Section 3 of the Balochistan Compulsory Education Act (60)
Free Public Education	Federal	Yes		Section 3 of the Right to Free and Compulsory Education Act (58)
	Sindh	Yes		Section 3(1) of the Sindh Right of Children to Free and Compulsory Education Act (59)
	Balochistan	Yes		Section 2(f) of the Balochistan Compulsory Education Act (60)

* No conscription (57)

The 18th Amendment to the Pakistan Constitution devolves all child welfare and labor issues from the Federal Government to the four Provincial Governments. Until each Province repeals or adopts a replacement law, Federal laws on child protection and bonded labor are in force.(40)

In 2015, Khyber Pakhtunkhwa Province passed the Prohibition of Employment of Children Act and the Bonded Labor Systems (Abolition) Act.(46, 54) During the year, the National Assembly passed the Criminal Law (Amendment) Bill, which criminalizes serious offenses against children, including child pornography and domestic trafficking in persons. The bill was waiting for Senate approval.(61, 62)

Pakistan's Federal and Provincial laws are not completely in compliance with international standards on child labor, including the worst forms of child labor. The Federal and Provincial Governments, with the exception of Khyber Pakhtunkhwa have not established a national minimum age for employment, which may increase the likelihood that very young children engage in activities that jeopardize their health and safety. The Federal law and Punjab Provincial law setting the minimum age of 15 for hazardous work is not in compliance with international standards.(47, 63) Punjab, Sindh, and Balochistan Provinces have drafted legislation that prohibits work for children under age 14, and hazardous work for children under age 18; however, legislation in these Provinces has been pending ratification since 2012.(64)

Pakistan's hazardous work prohibitions are not comprehensive because they do not cover domestic work.(39) Pakistan's minimum age for hazardous work does not extend to factories with fewer than 10 people employed.(47)

The Prevention and Control of Human Trafficking Ordinance and the Khyber Pakhtunkhwa Child Protection and Welfare Act do not comply with international standards because they do not provide that children can be trafficked without coercion. These laws are also insufficient because they do not specifically prohibit internal human trafficking.(51, 55) The Khyber Pakhtunkhwa Child Protection and Welfare Act further does not comply with international standards because it prohibits child trafficking only for exploitative entertainment.(55) In 2013, the Federal Government drafted anti-trafficking legislation to address internal and transnational trafficking, with a focus on crimes against women and children; however, it has yet to be introduced in the National Assembly.(65)

The Federal Penal Code prohibits procuring girls under age 18 for prostitution; however, the law does not sufficiently prohibit commercial sexual exploitation because it does not extend to boys under age 18, and it does not prohibit using children for prostitution. It also does not criminalize the use, procuring, or offering of children in the production of pornography and pornographic performances.(50) Punjab Province has enacted legislation that criminalizes the procurement of a child for prostitution; however, the law does not prohibit the use of children for pornography and pornographic performances.(56) Federal and provincial laws do not criminally prohibit the possession of child pornography.(50, 55, 56)

While Khyber Pakhtunkhwa and Punjab Provinces have enacted legislation prohibiting the use of children in begging, these Provincial laws and the Federal law are not sufficient as they do not prohibit the use of children in drug production and drug trafficking.(55, 56) The Federal and Provincial Governments have not enacted laws that prohibit the recruitment and use of children by non-state groups for armed conflict.(43)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Provincial Labor Inspectors	Inspect industrial areas and markets to identify child labor violations, enforce Provincial labor laws, and pursue legal action against employers.(66)
Provincial and Regional Police	Enforce violations of Federal and Provincial laws, including the Pakistan Penal Code and the Bonded Labor System (Abolition) Act, concerning the worst forms of child labor. Refer children taken into custody to Child Protection Officers.(67)
District Vigilance Committees	Implement the Bonded Labor System (Abolition) Act and assist in rehabilitating bonded laborers.(49)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Anti-Trafficking Unit of the Federal Investigation Agency	Enforce transnational trafficking-related laws, particularly the Prevention and Control of Human Trafficking Ordinance. Cooperate with other governments on trafficking cases, operate a hotline for victims, and publish information on anti-trafficking efforts on its Web site.(68)
Child Protection Units	Take into custody at-risk children, including those rescued from exploitative labor situations. Present cases of children taken into custody to the Child Protection Court or the appropriate authority. Established in Punjab, Khyber Pakhtunkhwa, and Sindh Provinces.(55, 56, 69, 70)
Child Protection Courts	Determine protective custody for at-risk children, including those rescued from exploitative labor situations. Established in Punjab and Khyber Pakhtunkhwa Provinces.(55, 56, 71)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Pakistan took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	Related Entity	2014	2015
Labor Inspectorate Funding		Unknown	Unknown (62)
Number of Labor Inspectors	National Total	2800 (62)	2711 (62)
	Khyber Pakhtunkhwa	54 (43)	54 (43, 62, 72)
	Sindh	Unknown	138 (62)
Inspectorate Authorized to Assess Penalties		Yes (62)	Yes (62)
Training for Labor Inspectors			
■ Initial Training for New Employees		Unknown	Unknown (62)
■ Training on New Laws Related to Child Labor		Unknown	Unknown (62)
■ Refresher Courses Provided		Unknown	Yes (62)
Number of Labor Inspections	National Total	Unknown (62)	Unknown (62)
	Sindh	Unknown	50,000† (62)
	Khyber Pakhtunkhwa	Unknown	2,094 (62)
■ Number Conducted at Worksite		Unknown	Unknown (62)
■ Number Conducted by Desk Reviews		Unknown	Unknown (62)
Number of Child Labor Violations Found	National Total	Unknown	Unknown (62)
	Khyber Pakhtunkhwa	Unknown	120 (62)
Number of Child Labor Violations for Which Penalties Were Imposed	National Total	Unknown	Unknown (62)
	Khyber Pakhtunkhwa	Unknown	1 (62)
■ Number of Penalties Imposed That Were Collected		Unknown	1 (62)
Routine Inspections Conducted		Yes (73)	Yes (62)
■ Routine Inspections Targeted		Unknown	Unknown (62)
Unannounced Inspections Permitted		Yes (62)	Yes (62)
Unannounced Inspections Conducted		Unknown	Unknown (62)
Complaint Mechanism Exists		Yes (62)	Yes (62)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services		Yes (62)	Yes (62)

† Data are from 2014 and 2015.

Following the devolution of Federal powers to Provincial Governments, the Provinces are responsible for enforcing labor laws, including those involving child labor law violations. Khyber Pakhtunkhwa and Sindh Provinces were the only Provinces to provide information about labor law enforcement actions taken during 2015.(62)

Pakistan has a critical shortage of labor inspectors and provincial agencies that support law enforcement are severely under-resourced. For example, labor inspectors receive very little training and have insufficient resources to adequately inspect workplaces.(43, 62, 73) Labor inspections vary across Provincial Governments. In Punjab, inspections are conducted regularly, while in Sindh, inspectors are required to give advance notice to employers.(73) Fines and penalties are assessed only infrequently and are insufficient to deter employers from using child labor.(40, 62)

Pakistan

MODERATE ADVANCEMENT

In 2015, the Khyber Pakhtunkhwa Province created a labor complaint cell and allocated \$160,990 to establish a child labor and bonded labor unit in the Directorate of Labor.(62)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Pakistan took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown (62)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown (62)
■ Refresher Courses Provided	Yes (74)	Yes (75)
Number of Investigations	Unknown	Unknown (62)
Number of Violations Found	Unknown	Unknown (62)
Number of Prosecutions Initiated	Unknown	Unknown (62)
Number of Convictions	Unknown	Unknown (62)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (62)	Yes (62)

Research has found no evidence that Balochistan has a referral mechanism by which rescued children can be placed in protective custody and obtain rehabilitation services. The Province has not yet passed legislation mandating the creation of child protection units.(76)

Law enforcement officials lack the necessary personnel, training, and equipment to confront the armed guards who often oversee bonded laborers.(2) These circumstances have hampered the effectiveness and enforcement of the Bonded Labor System Abolition Act and, since its passage in 1992, no convictions have been made under the Act.(33) District Vigilance Committees have been established in Punjab, and cases of bonded labor have been reported by the local police. In other Provinces, however, District Vigilance Committees may not be functioning.(33)

In 2015, the Federal Investigation Agency hosted anti-human trafficking training for local law enforcement officials and judges who hear trafficking cases.(75)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Federal and Provincial Child Labor Units	Advise Provincial Governments and coordinate reporting responsibilities on the implementation of child labor conventions.(77) Conduct research, build capacity, and coordinate anti-child labor activities.(68)
Interagency Task Force	Coordinate the anti-human trafficking efforts of the Ministry of the Interior; intelligence and law enforcement agencies; the Ministry of Law and Justice; and the Ministry of Foreign Affairs. Support 13 anti-trafficking units that work with Provincial and district police officers to monitor and combat internal and transnational human trafficking.(74) Maintain an Integrated Border Management System.(78)
Punjab Child Protection and Welfare Bureau	Coordinate the protection of destitute and neglected children by appointing child protection officers, supervising child protection units, and establishing child protection institutions and child protection courts.(56)
Khyber Pakhtunkhwa Child Protection and Welfare Commission	Coordinate efforts to enhance the safety, welfare, and well-being of children, including by running programs for the prevention of exploitative child labor practices.(79)
Sindh Child Protection Authority	Coordinate efforts to ensure the rights of children in need of special protection, including child laborers, by establishing child protection units and appointing child protection officers.(70) The Provincial minister heads the authority and members include two parliamentarians, lawyers, social activists, and representatives from departments that deal with children's issues.(80) As of May 2015, the Sindh Child Protection Authority has not set up district child protection units nor established rules of business or a budget.(81)

Research has found no evidence that Balochistan Province has a coordination mechanism to ensure the welfare and protection of children at the provincial level. A new version of the Balochistan Child Welfare Protection Bill, which would mandate the creation of child welfare and protection bureau, was drafted in 2015, but it has yet to be passed by the Provincial Assembly.(76, 82)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Pakistan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for Children	Aims to prohibit, restrict, and regulate child labor with the eventual goal of its elimination.(83) Lays out 14 key strategies and actions, including harmonizing work among Government agencies, NGOs, and donors; promoting research on child labor issues; developing non-formal education for child laborers; providing microcredit for families of child laborers; and conducting national surveys on child labor. Also addresses child trafficking and outlines key objectives for its elimination.(83)
National Education Policy	Focuses on increasing the literacy rate and providing livelihood skills to children, including those engaged in child labor. Aims to expand non-formal and vocational education programs to children, including child laborers.(84)
National Action Plan for Combating Human Trafficking	Describes prevention, prosecution, and protection strategies for ending human trafficking, including child trafficking.(85)
Provincial Plans of Action to Combat Child Labor	Details how each Province plans to revise child labor legislation, including by strengthening the capacity of labor inspectors, generating awareness of child labor, improving reporting, and computerizing labor inspection data.(77, 86)
Sindh and Punjab Provincial Plans of Action to Combat Bonded Labor	Details how the Sindh and Punjab Provinces plan to revise their bonded labor laws. Includes plans to strengthen the capacity of labor inspectors, generate awareness of bonded labor, improve reporting, and computerize labor inspection data.(86, 87)
Federally Administered Tribal Areas (FATA) Child Protection Policy	Describes how FATA will promote and create a protective environment for all children. Includes actions to be taken toward the prevention and elimination of child labor.(88)
Punjab Labor Policy†	Seeks to improve working conditions, eradicate child and bonded labor, and establish social safety for workers and their families. Includes the goal of ending all child labor in brick kilns, in addition to the construction of schools, hospitals, and residences for workers.(89)
National Plan of Action to Accelerate Education-Related Millennium Development Goals (2013–2016)*	Aims to increase enrollment of out-of-school children in primary education, to retain all children enrolled in school and ensure they complete their primary education, and to improve the quality of primary education. Sets out province-level action plans to achieve these goals.(90)
One UN Program II (2013–2017)*	Identifies key strategic priority areas for UN development assistance, including increased access to social services and food security, development of sustainable livelihoods, and strengthened governance and social protections for excluded and vulnerable populations.(91)
Balochistan Education Sector Plan (2013–2017)*	Seeks to increase the quality and relevance of school curriculum and increase inclusion of excluded communities and children in primary, secondary, and non-formal educational institutions.(92) In 2014, Balochistan Province was awarded \$34 million from the Global Partnership for Education to implement its State Action Plan.(93)
Punjab Reforms Road Map*	Aims to achieve 100 percent enrollment of all school-age children, 100 percent retention of all enrolled children up to age 16, and to provide free and compulsory education for all in the Punjab Province.(94)
Sindh Education Sector Plan (2014–2018)*†	Aims to increase equitable access to education and to improve the quality of the teachers and curriculum.(95) In 2014, the Sindh Provincial Government was awarded \$66 million from the Global Partnership for Education to implement the Plan.(96)
Khyber Pakhtunkhwa Education Sector Plan (2010–2015)*	Set out strategies to increase student enrollment, improve the quality of education, and improve school infrastructure and learning environments.(97)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Pakistan funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
National Centers for Rehabilitation of Child Labor†	Pakistan <i>Bait-ul-Mal</i> program that aims to remove children ages 5–14 from hazardous labor and provide them with education, clothing, and a stipend.(98)
Child Support Program†	Pakistan <i>Bait-ul-Mal</i> program that distributes conditional cash transfers to families living below the poverty line to send their children ages 5–16 to primary school. Approximately \$3 million has been disbursed.(99)
Benazir Bhutto Income Support Program†	Federal Government scheme that provides financial assistance to underprivileged families and offers incentives for parents to keep their children in school and out of work.(40)
Decent Work Country Program (2010–2015)	ILO technical assistance program that included strategies to reduce the worst forms of child labor by strengthening institutions and taking direct action to withdraw children from the workforce. Program also sought to combat forced labor by strengthening law enforcement interventions in cases of internal human trafficking and bonded labor in the Sindh and Punjab Provinces.(100)
Sabawoon Rehabilitation Center†	Pakistan Army center that rehabilitates children who were recruited and ideologically influenced by terrorist organizations and militant groups. Reintegrated more than 2,200 youth into society.(74)
Project to Combat the Worst Forms of Child Labor‡	Punjab Provincial Child Labor Unit program that provides non-formal education and literacy services to children in the worst forms of child labor in four Punjab districts. Provides livelihood services to target families and improve working conditions.(101)
Education Program for Children of Brick Kiln Workers*	ILO-funded project implemented by the Government of Punjab to provide free education to children of brick kiln workers, enrolls children in school and provides them with free school bags and books. Covers all brick kilns in the Punjab Province.(102)
Global Action Program on Child Labor Issues*	USDOL-funded project, implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to strengthen legal protections and social services delivery for child domestic workers in Pakistan.(103)
Education Voucher Scheme‡	Punjab Educational Foundation program that provides stipends to students from low-income areas to attend private schools.(14, 104)

* Program was launched during the reporting period.

† Program is funded by the Government of Pakistan.

‡ Program is funded by the Provincial Government of Punjab.

In 2015, the Government of Punjab conducted a survey of brick kilns in the district and found 23,000 children residing at 6,600 brick kilns. The survey resulted in the enrollment of 18,622 brick kiln children in school.(105)

The social programs of the Federal and Provincial Governments are insufficient to address the prevalence and scope of Pakistan's child labor problem. Existing programs also do not provide enough protection and rehabilitation services for bonded laborers and victims of human trafficking.(33) Government initiatives are needed to specifically target child domestic workers and child labor in the informal sector. Additional social programs are also necessary to raise awareness and provide assistance to children used by non-state militant groups to engage in armed conflict.(43, 64)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Pakistan (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on Armed Conflict and the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Establish a minimum age for employment that is harmonized with the compulsory education age.	2009 – 2015
	Create comprehensive prohibitions against additional specific hazardous activities and clearly establish a minimum age of 18 for hazardous work.	2009 – 2015
	Ensure that relevant child labor laws and regulations apply equally to children working in all sectors, regardless of the size of the establishment.	2011 – 2015
	Ensure that the law criminalizes child trafficking in compliance with international standards, including internal trafficking within Pakistan.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminalizes the use of both female and male children in all forms of commercial sexual exploitation, including child pornography and pornographic performances and prostitution.	2011 – 2015
	Ensure that the law prohibits the use of children in illicit activities, including in producing and trafficking of drugs.	2011 – 2015
	Prohibit the recruitment and use of children by non-state groups for armed conflict.	2015
Enforcement	Collect and publish enforcement data for child labor violations and criminal violations of laws prohibiting the worst forms of child labor.	2010 – 2015
	Provide the funding necessary to adequately hire, train, and equip inspectors and investigators to enforce laws prohibiting the worst forms of child labor.	2010 – 2015
	Allow labor inspectors in all Provinces to conduct inspections and assess penalties at any time, without notice.	2011 – 2015
	Ensure that fines and penalties are sufficient to deter employers from violating child labor laws.	2014 – 2015
	Ensure that referral mechanisms exist among labor investigators, law enforcement officers, and child protection services in all Provinces.	2014 – 2015
	Ensure that vigilance committees are established and active throughout Pakistan.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the education and development policies of the Federal and Provincial Governments.	2014 – 2015
Social Programs	Ensure that all children have access to free and compulsory education, as required by law.	2011 – 2015
	Conduct child labor surveys at the Federal and Provincial levels.	2009 – 2015
	Increase the size and scope of government programs to reach children working in the worst forms of child labor, including domestic work, bonded child laborers, and victims of human trafficking.	2009 – 2015
	Implement programs to raise awareness of and provide assistance to children used by non-state militant groups to engage in armed conflict.	2011 – 2015

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Panama

SIGNIFICANT ADVANCEMENT

In 2015, Panama made a significant advancement in efforts to eliminate the worst forms of child labor. The Government ratified ILO Convention 189 Concerning Decent Work for Domestic Workers and adopted a policy framework document on the elimination of child labor in domestic work. The Ministry of Labor conducted 1,337 child labor inspections, 429 more child labor inspections than the 908 conducted in the previous year. The Committee for the Eradication of Child Labor and the Protection of Adolescent Workers also updated the Roadmap towards the Elimination of Child Labor to outline interagency action plans and budgets for 2015 and 2016-2019. In addition, the Ministry of Education began construction to improve the infrastructure of 1,000 schools in indigenous areas experiencing high prevalence of child labor and challenges accessing education. However, children in Panama continue to engage in the worst forms of child labor, including in agriculture and in commercial sexual exploitation, sometimes as a result of human trafficking. Panamanian law does not adequately define light work and allows minors under age 16 to engage in hazardous work within training establishments. Moreover, the labor inspectorate has insufficient funding and inspectors to adequately enforce labor laws to prevent the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Panama are engaged in the worst forms of child labor, including in agriculture and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1-8) Table 1 provides key indicators on children's work and education in Panama.

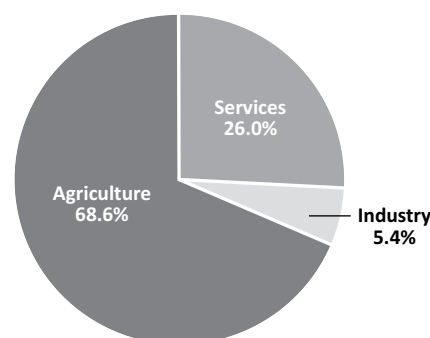
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.7 (32,858)
Attending School (%)	5-14 yrs.	94.9
Combining Work and School (%)	7-14 yrs.	4.9
Primary Completion Rate (%)		102.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Trabajo Infantil, 2014.(10)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of bananas,* beans,* cereal grains,* coffee, corn,* melons, oilseeds,* onions,* pineapple,* rice,* sugarcane, tomatoes,* and yucca* (3, 4, 6, 7, 11-24)
	Raising livestock,*† activities unknown (1-4, 6)
	Fishing,*† including harvesting shellfish* (1-4, 6, 7, 11, 14, 23, 25-28)
Industry	Construction,† activities unknown (2, 7, 27, 29, 30)
Services	Scavenging the ocean for metal and other items*† (3, 4, 6, 14, 31)
	Domestic work† (2-4, 6-8, 14, 15, 19, 25-27, 29, 30)
	Assisting bus drivers by collecting fares*† (14, 32)
	Bagging in supermarkets (3, 7, 27, 32-34)
	Street work including selling goods on the street,† washing cars,† shoe shining,† and collecting recyclables*† (2-4, 6, 7, 14, 25-27, 29, 32-38)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Forced domestic work*† (8)
	Use in the production of pornography*(4)
	Commercial sexual exploitation sometimes as a result of human trafficking*† (3, 6-8)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.




‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children in Panama are subjected to commercial sexual exploitation, mainly in tourist areas in Panama City and in beach communities.(3, 7) According to the results of Panama's 2014 biennial Survey on Child Labor, the highest prevalence of child labor is in autonomous indigenous areas, followed by the provinces of Bocas del Toro and Darién.(1) Panamanian children of indigenous descent face barriers to accessing education, including having to travel significant distances to reach school and experiencing the frequent interruption of their education due to family migration to work in agriculture. Ngäbe Buglé indigenous children journey with their families from Panama to Costa Rica and participate in the harvest of coffee beans.(3, 4, 6, 13, 14, 39-43) Panamanian girls from indigenous communities are subjected to forced domestic work. The ILO Committee of Experts has noted that children from indigenous and Afro-Panamanian communities are particularly vulnerable to the worst forms of child labor, recommending government efforts to ensure their social integration and access to education.(8, 44)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Panama has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

In 2015, Panama ratified ILO Convention 189 Concerning Decent Work for Domestic Workers.(45)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 70 of the Constitution; Articles 508, 509, and 716 of the Family Code; Articles 117, 119, and 123 of the Labor Code (46-48)
Minimum Age for Hazardous Work	Yes	18	Article 510 of the Family Code; Article 203 of the Penal Code; Article 4 of Executive Decree No. 19 of 2006; Article 118 of the Labor Code (47-50)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 2 and 3 of Executive Decree No. 19 of 2006; Article 118 of the Labor Code; Article 510 of the Family Code (47, 48, 50)
Prohibition of Forced Labor	Yes		Articles 157, 158, 205-208, and 456 of the Penal Code; Article 489 of the Family Code; Article 21 of the Constitution (46, 47, 49, 51)
Prohibition of Child Trafficking	Yes		Articles 205-208 and 456 of the Penal Code; Article 489.17 of the Family Code (47, 49, 51)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 179-187, 189-191, 202, 203, 207, and 456 of the Penal Code (49, 51)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Articles 318, 333, and 336 of the Penal Code; Article 489.16 of the Family Code; Article 2.16 of Executive Decree No. 19 of 2006 (47, 49, 50)
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	15	Articles 34 and 45 of the Law on Education; Article 489 of the Family Code; Article 95 of the Constitution (46, 47, 52, 53)
Free Public Education	Yes		Articles 34 and 41 of the Law on Education; Article 95 of the Constitution (46, 52, 53)

† No standing military (46, 54)

Although the Constitution, Family Code, and Labor Code set the minimum age for employment at 14, the Family Code and Labor Code specify exceptions for domestic and agricultural work.(46-48) Article 716 of the Family Code permits children ages 12 to 14 to perform domestic and agricultural work as regulated by the Labor Code.(47) Article 119 of the Labor Code allows children ages 12 to 15 to perform light work in agriculture if the work is outside regular school hours, and Article 123 allows children over the age of 12 to perform light domestic work. However, the Labor Code does not define the kinds of tasks children may perform as light work or the total number of hours they may work.(48)

Article 118 of the Labor Code and Article 510 of the Family Code allow minors to perform hazardous work in training establishments, when the work is approved by the competent government authority and carried out under its supervision, but neither law establishes a minimum age for this work.(47, 48)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor (MITRADEL)	Enforce child labor laws through two directorates with direct authority over child labor matters: the Directorate Against Child Labor and for the Protection of Adolescent Workers (DIRETIPAT) and the Labor Inspection Directorate.(27) The Labor Inspection Directorate carries out labor inspections in establishments and sites where children may be working, particularly in the formal sector. DIRETIPAT is a supervising entity responsible for overseeing the fulfillment of laws related to working children in the formal and informal sectors and plans and executes public policies; carries out education programs on child labor for employers, parents, and children; and coordinates the implementation of the National Plan for the Eradication of Child Labor and the Protection of Young Workers.(11, 27, 55-57) Refer cases of children found in exploitative work to the Child and Adolescent Courts or to the National Secretariat for Childhood, Adolescence, and Family (SENNIAF).(11, 27)
Attorney General's Office	Investigate and prosecute crimes of sexual exploitation. Investigations initiated by the Judicial Investigative Directorate; cases passed to the prosecutors.(58)
Public Ministry's Organized Crime Unit	Investigate human trafficking cases and operate a unit dedicated to investigating trafficking in persons for sexual exploitation.(11)
National Commission for the Prevention of Crimes of Sexual Exploitation (CONAPREDES)	Investigate cases of commercial sexual exploitation.(31) Coordinate, advise, and implement policies related to sexual exploitation, as well as study related trends and prevalence. Promote public policies for the prevention and eradication of sexual exploitation through specific actions, projects, and programs.(59) Members include the Attorney General as well as the Ministries of Labor, Education, Social Development, and Health. Refer cases of sexual exploitation to the Attorney General's Office.(26, 59)
SENNIAF	Conduct inspections to identify children and adolescents engaged in child labor, particularly in the informal sector.(2) Enhance the capacity of government agencies and NGOs to address child labor by monitoring and coordinating a network of government services that address the needs of vulnerable populations. Promote education as a means to eliminate poverty.(27, 34) Run shelters for victims of human trafficking, including minors.(60)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Childhood and Adolescence Police	Conduct inspections to identify children and adolescents engaged in child labor, particularly in the informal sector.(2) Support SENNI AF inspections in areas with high rates of child labor.(34)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Panama took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$1,739,942 (2)	\$1,747,599 (3)
Number of Labor Inspectors	103 (3)	85 (3)
Number of Child Labor Dedicated Inspectors	8 (2)	4 (3)
Inspectorate Authorized to Assess Penalties	Yes (3)	Yes (3)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (3)	Yes (3)
■ Training on New Laws Related to Child Labor	Yes (3)	Yes (3)
■ Refresher Courses Provided	Yes (2)	Yes (3)
Number of Labor Inspections	1,459(61)	2,784 (61)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	100 (62)	78 (62)
Number of Child Labor Violations for Which Penalties Were Imposed	10 (62)	29 (62)
■ Number of Penalties Imposed That Were Collected	Unknown	1 (62)
Routine Inspections Conducted	Yes (2)	Yes (3)
■ Routine Inspections Targeted	Yes (2)	Yes (3)
Unannounced Inspections Permitted	Yes (2)	Yes (3)
Unannounced Inspections Conducted	Yes (2)	Yes (3)
Complaint Mechanism Exists	Yes (7)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (3)

In 2015, the Ministry of Labor (MITRADEL) conducted 1,337 child labor inspections, an increase from the 908 child labor inspections MITRADEL conducted in 2014.(3) In 2015, the Directorate Against Child Labor and for the Protection of Adolescent Workers removed 1,508 children and adolescents from the streets and hazardous work, incorporating 1,335 of these children and adolescents into the Direct Government Action Program.(3) MITRADEL reported that the 2015 budget of \$905,123.00 allocated to the Directorate Against Child Labor and for the Protection of Adolescent Workers was insufficient to meet its commitments for coordination, implementation, and monitoring related to child labor.(62)

According to the ILO's recommendation of 1 inspector for every 15,000 workers in developing economies, Panama should employ roughly 106 inspectors to adequately enforce labor laws throughout the country.(63-65) MITRADEL noted that the number of labor inspectors employed and labor inspections conducted in 2015 were insufficient to adequately enforce labor laws.(3) Civil society groups have stated that labor inspections in Panama focus primarily on the formal sector, leaving children in the informal sector vulnerable.(6, 7) Moreover, unannounced labor inspections are not conducted in agricultural areas outside of Panama City.(3) MITRADEL has also indicated that Article 125 of the Labor Code sanctions fines ranging from \$50 to \$700 for child labor violations but does not specify whether the employer can be charged this amount per each affected worker.(2, 3, 7)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Panama took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (3)	Yes (3)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (3)	Yes (3)
■ Refresher Courses Provided	Yes (66)	Yes (3)
Number of Investigations	11 (5)	16 (60)
Number of Violations Found	25 (5)	5 (60)
Number of Prosecutions Initiated	7 (5)	2 (60)
Number of Convictions	5 (5)	1 (60)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (5)	Yes (3)

Although member agencies of the National Commission for the Prevention of Crimes of Sexual Exploitation receive training to carry out covert organized crime operations related to commercial sexual exploitation, turnover in personnel has resulted in a lack of permanently trained staff at the National Commission for the Prevention of Crimes of Sexual Exploitation.(31)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Committee for the Eradication of Child Labor and the Protection of Adolescent Workers	Coordinate various efforts to combat child labor. Led by the First Lady of Panama and includes MITRADEL; the ministries of Education, Health, and Agriculture; and representatives from civil society and organizations of workers and employers.(59) Conduct a National Child Labor Survey every 2 years.(3) In 2015, updated the Roadmap towards the Elimination of Child Labor to define interagency coordination, action plans, and budgets for the periods of 2015 and 2016–2019.(67–69) Also in 2015, adopted a protective policy framework document on the elimination of child labor in domestic work and the protection of young domestic workers of legal working age.(70)
CONAPREDES	Coordinate government efforts to combat the commercial sexual exploitation of children. Led by the Office of the Attorney General and includes members from the ministries of Labor, Education, Social Development, and Health.(71) Conduct investigations in the area of sexual exploitation.(31)
SENNIAF	Enhance government and NGO capacity to address child labor by creating a network of services that addresses the needs of vulnerable populations and by promoting education as a means to eliminate poverty.(27, 34)
Subcommittee to Combat Child Labor	Incorporate Panamanian Institute for Sports and the Ministry of Education in efforts to address child labor and its causes.(7, 57, 72)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Panama has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Roadmap towards the Elimination of Child Labor (2011–2019)	Aims to eliminate all forms of child labor in Panama by 2020 by strengthening anti-poverty, health, and educational programs and policies.(67–69)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and was signed by Panama at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(73, 74)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of Cancún and Plan of Action (2015) [†]	In December 2015, the Government of Panama participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(75, 76) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(75, 77)
National Action Plan for the Prevention and Elimination of Sexual Commercial Exploitation of Children and Adolescents	Aims to prevent and eliminate the sexual commercial exploitation of children and adolescents, including by providing services to victims, strengthening CONAPREDES, and raising awareness. Implemented by CONAPREDES, with support from the Public Ministry.(24, 26, 27, 59)
National Plan Against Trafficking in Persons (2012–2017)	Aims to combat human trafficking through prevention, victim assistance, and international cooperation. Includes provisions to protect child victims of human trafficking.(78)
Declaration of the Vice-Ministers of the XX Regional Conference on Migration [†]	Aims to strengthen regional cooperation to protect the human rights of migrants, especially youth and children, in countries of origin, transit, and destination, including by increasing opportunities for education and employment. Adopted by Panama at the XX Regional Conference on Migration in Mexico City (November 2015).(79, 80) In 2015, Panama participated in two meetings with the Ad Hoc Group on Migrant Children and Adolescents of the Regional Conference on Migration to identify ways for member states to increase protections for underage migrants and refugees. These meetings promoted the exchange of information on migrant children's rights and experiences, guiding principles relating to migration, and the holistic protection of children and adolescents.(81)
Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama* [†] (2015–2020)	Aims to strengthen dialogue between the Governments of Costa Rica and Panama on labor migration between the two countries, with an emphasis on indigenous Panamanian migrant workers, to ensure social protection of migrant workers and their families. Establishes a bilateral technical committee to promote joint action to combat human trafficking, exchange information, and develop cooperative strategies and projects.(82)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

[†] Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Panama funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Direct Government Action Program for the Prevention and Eradication of Child Labor [†]	MITRADEL program implemented through the Institute for Training and Utilization of Human Resources that provides a network of social and economic services to child workers and children at risk of child labor. Services include provision of food and scholarships, support of sports activities, and social monitoring.(7, 12, 83, 84) Scholarships for schooling provided to approximately 5,500 children.(85) Achieved nationwide coverage in 2014.(2, 7)
Prevention and Eradication of Child Labor [†]	SENNIAF program that identifies children engaged in the worst forms of child labor, removes them from exploitative situations, and connects them to a network of social and economic services offered by the Government.(26, 34)
National Council of Private Businesses (CoNEP) Corporate Social Responsibility Program	Joint effort created by MITRADEL and the National Council of Private Businesses that involves a partnership with businesses across Panama to sign the Voluntary Agreement of Corporate Social Responsibility to prevent and eradicate child labor.(86, 87)
MITRADEL and Fundación Telefónica Cooperative Agreement (2014–2016)	MITRADEL public-private partnership with Telefónica Móviles Panamá S.A. to prevent and eliminate child labor by improving access to education and providing trainings to teachers and private employers.(7, 88)
Building Effective Policies Against Child Labor in Ecuador and Panama (2012–2016)	USDOL-funded, \$3.5-million, 4-year project implemented by ILO-IPEC to strengthen policies for the identification and referral of child labor cases and the enforcement of child labor and occupational safety laws in Panama.(89, 90)

Panama

SIGNIFICANT ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
EducaFuturo (2012–2016)	USDOL-funded, \$6.5-million, 4-year project implemented by Partners of the Americas to combat the worst forms of child labor among the most vulnerable populations, including Afro-descendants and migrant and indigenous children, by providing them with educational and livelihood services in Panama. The project targets approximately 1,800 children, 500 youth, and 600 households.(91)
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to strengthen legal protections and delivery of social services for child domestic workers in Panama.(92)
National Child Labor Survey†	Committee for the Eradication of Child Labor and the Protection of Adolescent Workers survey conducted every 2 years by the National Institute of Statistics and Census with funding from SENNIAP and MITRADEL. Results from the 2014 survey were released in February 2015.(3, 93)
Prevention and Care for Child and Adolescent Victims of Sexual Violence†	SENNIAP program that identifies children engaged in commercial sexual exploitation, removes them from exploitative situations, and provides them with social services. Conducts training workshops nationwide for professionals providing direct care to child and adolescent victims of sexual violence.(94)
Blue Heart Campaign against Human Trafficking	Government of Panama and UNODC campaign to combat human trafficking through awareness raising. Activities include social media campaigns, workshops, forums, and trainings for civil society and government officials.(60, 95, 96)
Network of Opportunities†	Ministry of Social Development program that provides conditional cash transfers to families in extreme poverty, conditioned on their children's participation in health and education services and the acquisition of a birth certificate. Offers training to beneficiaries to improve income-generating opportunities.(26, 97)

† Program is funded by the Government of Panama.

In 2015, the Ministry of Education began construction of 1,000 schools in the Ngäbe Buglé autonomous indigenous area to replace existing schools with poor infrastructure. However, access to education remained a challenge for indigenous children during the reporting period.(4) Although Panama has programs that reach children from indigenous and Afro-Panamanian communities, the scope of these programs is insufficient and these children remain vulnerable to the worst forms of child labor.(8, 44)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Panama (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish regulations that define the number of hours and types of activities that children between the ages of 12 and 14 can undertake as light work to ensure they are not exposed to hazardous labor.	2009 – 2015
	Ensure that only minors age 16 and older who have received adequate, specific instruction or vocational training are permitted to perform hazardous work, and that their health, safety, and morals are fully protected.	2013 – 2015
Enforcement	Make information on the number of labor inspections conducted at worksites and by desk review publicly available.	2015
	Allocate sufficient funding for DIRETIPPAT to meet its commitments for coordination, implementation, and monitoring related to child labor.	2014 – 2015
	Employ a sufficient number of labor inspectors to effectively enforce laws related to child labor and to address child labor in the informal sector and agricultural areas outside of Panama City.	2014 – 2015
	Strengthen the inspection system by conducting unannounced inspections in agricultural areas outside of Panama City.	2015
	Clarify whether fines for child labor violations, as sanctioned in Article 125 of the Labor Code, may be applied for each affected worker.	2014 – 2015
	Revise CONAPREDES assignment policies to address high turnover in personnel and ensure staff are trained to investigate cases of commercial sexual exploitation.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into the Coordination Agreement on Labor Migration between the Ministries of Labor of Costa Rica and Panama.	2015
Social Programs	Expand existing programs to ensure children from indigenous and Afro-Panamanian communities have access to education.	2014 – 2015

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- ultimately, by the General Assembly, on the basis of recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met with regard to per capita GNI, a human assets index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, “developed economies” equate to the ILO’s classification of “industrial market economies; “economies in transition” to “transition economies,” “developing countries” to “industrializing economies, and “the least developed countries” equates to “less developed countries.” For countries that appear on both “developing countries” and “least developed countries” lists, they will be considered “least developed countries” for the purpose of calculating a “sufficient number” of labor inspectors.
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Papua New Guinea

MINIMAL ADVANCEMENT

In 2015, Papua New Guinea made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted the country's first National Action Plan to Eliminate Child Labor and commenced implementation of a new social program aimed at identifying children working on the street and ensuring that they are returned to safe living situations and to school. However, children in Papua New Guinea are engaged in the worst forms of child labor, including in forced domestic work and commercial sexual exploitation sometimes as a result of human trafficking. Papua New Guinea's labor laws do not specifically define the hazardous occupations and activities prohibited for children, and the minimum age at which children are permitted to engage in light work is not in compliance with international standards. The labor inspectorate lacks the training and resources necessary to effectively enforce laws related to child labor. Additionally, there is no compulsory age for education in Papua New Guinea, which increases the risk of children's involvement in the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Papua New Guinea are engaged in the worst forms of child labor, including in forced domestic work and commercial sexual exploitation sometimes as a result of human trafficking.(1-4) Table 1 provides key indicators on children's work and education in Papua New Guinea. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		78.6

Source for primary completion rate: Data from 2012, UNESCO Institute for Statistics, 2015.(5)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Working on tea,* coffee,* cocoa,* copra,* oil palm,* and rubber plantations* (1, 7)
Services	Domestic work (1, 2, 4, 7) Street work, including vending, chopping firewood for sale,* moving furniture,* scavenging for scrap metal and scrap food for pig feed,* and begging* (1, 3, 7-12) Work in markets, including unloading and carrying heavy bags of food (7, 10, 12)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including working in bars,* nightclubs, and brothels,* and used in the production of pornography,* each sometimes as a result of trafficking (1, 2, 4, 7, 12) Forced domestic work (1-4, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




In Papua New Guinea, children are trafficked within the country for commercial sexual exploitation.(2, 4) Children from rural areas are sometimes sent to live with relatives or “host” families in cities, where they engage in domestic work.(13) In some cases, these children are forced to perform domestic services to pay off family debts.(1, 2, 12, 14) Child domestic workers in situations of indentured servitude lack freedom of mobility, work long hours, do not have access to medical treatment, and do not attend school.(2)

Some reports indicate that the threat of gender-based sexual harassment and violence prevents many girls from attending school.(12, 15, 16) Although the Government has established a free education policy, in practice, many schools charge fees for books, uniforms, and other supplies.(4, 17-20) These additional school fees are a barrier to education and may make children vulnerable to the worst forms of child labor.(16)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Papua New Guinea has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 103 of the Employment Act (21)
Minimum Age for Hazardous Work	Yes	18	Articles 10 and 96 of the Child Bill (<i>Lukautim Pikinini</i>); Sections 104–105 of the Employment Act (17, 21)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 43 of the Constitution of the Independent State of Papua New Guinea; Section 208 of the Criminal Code Amendment Act (22, 23)
Prohibition of Child Trafficking	Yes		Section 208 of the Criminal Code Amendment Act (23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 229J–229O and 229R–229T of the Criminal Code (Sexual Offenses and Crimes Against Children Act) (24)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	16	Section 30 of the Defense Act (25)
Compulsory Education Age	No		
Free Public Education	No		

* No conscription (26)

Papua New Guinea has not determined by national law or regulation the types of hazardous work prohibited for children. The Department of Labor and Industrial Relations (DLIR) has been developing a hazardous work list since late 2012 to include in

Papua New Guinea

MINIMAL ADVANCEMENT

amendments to the Employment Act and the Occupational Safety and Health Act.(1, 8, 27) Parliament, however, did not adopt legislation related to hazardous child labor during the reporting period.(3)

According to the Employment Act, children ages 11 to 16 may be allowed to work under certain conditions. The minimum age of 11 for light work is not in compliance with international standards, and the law does not specify the types of activities in which light work may be permitted or prescribe the number of hours per week that this work may be undertaken.(21) Papua New Guinea also does not have laws that prohibit using, procuring, or offering a child for illicit activities, including for the production and trafficking of drugs.(27)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor and Industrial Relations (DLIR)	Implement and enforce child labor laws.(16)
Department of Religion, Youth, and Community Development	Enforce the Child Bill (<i>Lukautim Pikinini</i>). (16)
Royal Papua New Guinea Constabulary Sexual Offenses Squad	Enforce laws against commercial sexual exploitation of children and the use of children in illicit activities.(16)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Papua New Guinea took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	\$4,650,000 (7)
Number of Labor Inspectors	Unknown (3)	182 (28)
Inspectorate Authorized to Assess Penalties	Yes (16)	Yes (16)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (3)	No (7)
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	No (3)	No (7)
Number of Labor Inspections	Unknown	169 (7)
■ Number Conducted at Worksite	Unknown	169 (7)
■ Number Conducted by Desk Reviews	Unknown	Unknown (7)
Number of Child Labor Violations Found	Unknown	Unknown (7)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown (7)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown (7)
Routine Inspections Conducted	Yes (3)	Yes (7)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (21)	Yes (7)
Unannounced Inspections Conducted	Unknown	Yes (7)
Complaint Mechanism Exists	No (7)	No (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (7)	No (7)

Labor inspectors sometimes carry out routine inspections in hazardous workplaces or in the manufacturing sector; however, due to limited capacity, the DLIR reported that labor inspectors generally respond only to specific child labor complaints.(3, 7) Both the ILO Committee of Experts and senior staff at the Department of Religion, Youth, and Community Development have noted that inadequate resources and cultural acceptance of child labor limit the effectiveness of child labor law enforcement.(27, 29, 30)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Papua New Guinea took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (7)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (31)	N/A
■ Refresher Courses Provided	Unknown	Yes (7)
Number of Investigations	1 (16, 30)	2 (32)
Number of Violations Found	0 (16, 30)	3 (32)
Number of Prosecutions Initiated	0 (16, 30)	0 (32)
Number of Convictions	0 (16, 30)	0 (32)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (31)	No (32)

In 2015, the Department of Justice and the Attorney General incorporated instruction on the topic of human trafficking into its countrywide training programs. The Papua New Guinea Customs service also provided anti-human trafficking training as part of a training course held in September.⁽³²⁾ During the reporting period, the National Human Trafficking Committee drafted standard operating procedures for a National Referral Mechanism to assist victims of human trafficking, including children. Although these procedures were piloted in 2015, they have not yet been finalized or officially endorsed.⁽³²⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism to combat human trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Human Trafficking Committee	Coordinate efforts to combat trafficking in persons. Chaired by the Department of Justice and the Attorney General. ⁽³¹⁾ Includes representatives from the Office of the Prime Minister, the Department for National Planning and Monitoring, the Immigration and Citizenship Service Authority, Customs, the Royal Papua New Guinea Constabulary, the DLIR, the Office of the Public Prosecutor, the National Council of Women, the Consultative Implementation and Monitoring Council, the State Solicitor's office, the Department of Provincial and Local Government Affairs, the Department for Community Development, various NGOs, the IOM, the UN Refugee Agency (UNHCR), the UN High Commissioner for Refugees (UNHCHR), UNICEF, UN Women, and the U.S. Embassy Port Moresby. ⁽³⁰⁾

Coordination mechanisms that were expected to launch in 2012 were still pending during the 2015 reporting period. The DLIR Child Labor Desk, designed to track child labor cases and facilitate coordination among relevant agencies, was not yet in place.^(7, 16) The Secretary of DLIR did not sign the endorsement necessary to establish the Project Advisory Committee, a permanent, interagency committee on child labor.^(7, 16, 33)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Papua New Guinea has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Eliminate Child Labor in Papua New Guinea†	Establishes a comprehensive framework to coordinate government efforts to reduce and eliminate the worst forms of child labor in Papua New Guinea. Includes four strategic objectives: mainstreaming child labor and the worst forms of child labor in social and economic policies, legislation, and programs; improving the knowledge base; implementing effective prevention, protection, rehabilitation, and reintegration measures; and strengthening the technical, institutional, and human resource capacity of stakeholders. ⁽³⁴⁾

Papua New Guinea

MINIMAL ADVANCEMENT

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Universal Basic Education Plan (2010–2019)*	Seeks to ensure that all children complete 9 years of basic, quality education, starting at age 6; to reduce poverty through education; and to build Government capacity to manage education.(18) Key objectives include improving infrastructure; increasing access to safe drinking water and sanitation facilities at school; providing teacher training; providing over-age children with access to basic education; and abolishing all school fees.(18, 35)
Tuition Fee-Free Policy*	Aims to improve access to education by abolishing school fees for children in grades 1 through 10 and providing subsidies for students in grades 11 and 12.(3, 20)
Vision 2050*	Establishes a long-term socioeconomic strategy for Papua New Guinea. Pillars of the plan include human capital development and gender, youth, and people empowerment.(36) Prioritizes access to education, knowledge, and improved technology; community empowerment; access to credit; the inclusion of more individuals in the formal economy; and equitable development in rural areas, where poverty is most pronounced.(36)
Medium-Term Development Plan (2011–2015)*	Established a 5-year plan for national development, in line with Vision 2050.(37) Prioritized education and public utility infrastructure improvements.(37)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the National Human Trafficking Committee finalized the country's first Trafficking in Persons National Action Plan, which was jointly drafted by the Department of Justice and the Attorney General and the IOM.(31, 32) The plan will not be enforceable, however, until it is endorsed by the Papua New Guinea National Executive Council.(32)

Although Papua New Guinea's Universal Basic Education Plan includes the goal of establishing 3 years of mandatory schooling for children until age 9, the Government has not yet enacted an enforceable policy for compulsory education. The lack of standards in this area increases the risk of children's involvement in child labor, as children are not required to be in school nor are they allowed to legally work until age 16.(8, 33)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Papua New Guinea funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Decent Work Country Program (2013–2015)	Implemented by the Government, the Trade Union Congress, and the Employers' Federation through technical assistance from the ILO and cooperation with the Government of Australia. Seeks to establish a national employment strategy.(38) Explicitly recognizes the relationship between education and child labor and prioritizes youth employment services.(38) Concrete measures to be taken include finalizing child labor provisions in the draft Employment Bill, drafting a hazardous work list, and formalizing the Child Labor Unit in the DLIR. Includes a youth employment initiative that provides business training to out-of-school youth, particularly those who are marginalized or disabled.(38)
Urban Youth Employment Project† (2011–2016)	Jointly funded Government and World Bank project that aims to provide training, temporary jobs, skill development through apprenticeships, and 2-month placements on public works projects for youth. Targets 13,500 disadvantaged youth in and around Port Moresby.(39)
Safe Care Homes Project*†	Government project implemented in collaboration with partners, including World Vision, that seeks to identify children working on the streets and return them to their parents and to school. Receives referrals of children in need of further protection.(40)

* Program was launched during the reporting period.

† Program is funded by the Government of Papua New Guinea.

During the reporting period, Papua New Guinea Government officials, civil society organizations, representatives from worker and employer organizations, and the media participated in an ILO-sponsored Sub-regional Forum on Combating Child Labor and Trafficking. Representatives from five Pacific Island nations shared knowledge, practical experiences, and innovative approaches to address the worst forms of child labor.(13) As a result, tripartite partners in Papua New Guinea identified priority areas for action, including the institutionalization of a Child Labor Unit in the DLIR.(13)

Although the Government has implemented programs that address children engaged in street work, research found no evidence that it has carried out programs to assist children involved in commercial sexual exploitation, domestic work, or agriculture.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Papua New Guinea (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Palermo Protocol on Trafficking in Persons.	2014 – 2015
	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2015
	Raise the minimum age for light work to 13 to comply with international standards and ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015 – 2015
	Ensure that the law specifically prohibits the use, procuring, and offering of children for illicit activities, including for the production and trafficking of drugs.	2014 – 2015
Enforcement	Make data on labor law enforcement publicly available, including the number of child labor violations found and the number of penalties imposed and collected.	2014 – 2015
	Institutionalize training for labor inspectors, including training for new labor inspectors at the beginning of their employment and subsequent refresher courses.	2015
	Establish a mechanism to receive child labor complaints.	2015
	Strengthen the inspection system by ensuring that inspectors conduct routine or targeted inspections in addition to those that are complaint driven.	2014 – 2015
	Provide inspectors with the resources necessary to enforce labor laws and other laws required to protect children from the worst forms of child labor.	2009 – 2015
	Establish a referral mechanism between law enforcement officials and social services agencies to ensure that victims of child labor, including in its worst forms, receive appropriate support services.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
	Endorse the National Action Plan to address trafficking in persons issues, including the trafficking of children.	2015
	Implement the Universal Basic Education Plan to ensure that basic education is compulsory for all children and that the compulsory education age is equivalent to or greater than the legal minimum age for employment.	2009 – 2015
Social Programs	Institute programs that address the issue of sexual violence in schools to ensure that children, especially girls, are able to safely access education.	2014 – 2015
	Monitor schools to ensure that extra educational fees are not imposed on children for the mandated term of free education, as defined by national policy.	2014 – 2015
	Institute programs that assist children engaged in the worst forms of child labor in all relevant occupations or activities, especially commercial sexual exploitation and domestic work.	2010 – 2015

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In 2015, Paraguay made a significant advancement in efforts to eliminate the worst forms of child labor. The Government raised the minimum age for employment in domestic work to 18 and introduced legislation that would create specialized child and adolescent courts. The labor inspectorate hired and trained 30 new labor inspectors and formalized an agreement with the ILO to develop child labor training modules for inspectors. The National Commission to Prevent and Eradicate the Exploitation of Children coordinated interagency meetings to draft legislation to address the worst forms of child labor and develop magistrate training to strengthen the enforcement of child labor laws. The National Secretariat for Children and Adolescents launched a national awareness-raising campaign on commercial sexual exploitation of children and opened a shelter for child and adolescent victims of human trafficking. However, children in Paraguay are engaged in the worst forms of child labor, including in cattle raising and domestic work. The funding and reach of existing social programs and law enforcement agencies are insufficient to fully address the worst forms of child labor, particularly in rural areas.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Paraguay are engaged in the worst forms of child labor, including in cattle raising and domestic work.(1-9) The 2011 National Survey of Child and Adolescent Activities found that 21 percent of all Paraguayan children are engaged in hazardous work and that approximately 91 percent of all working children perform hazardous tasks, such as carrying heavy loads or using dangerous tools.(1) A 2011 study on child labor in Paraguay's sugarcane sector estimated that children comprise more than 25 percent of the sugarcane workforce, and about one out of four of those children suffer injuries twice a year, on average, while working.(10) Table 1 provides key indicators on children's work and education in Paraguay.

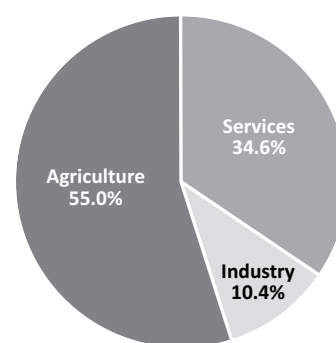
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	10.4 (72,036)
Attending School (%)	5-14 yrs.	94.2
Combining Work and School (%)	10-14 yrs.	9.5
Primary Completion Rate (%)		89.1

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2015.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Permanente de Hogares (EPH), 2014.(12)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cotton (6, 13, 14)
	Harvesting of sugarcane (3, 6, 8-10)
	Production of soy,* sesame,* wheat,* manioc,* peanuts,* beans,* and stevia* (6, 10, 15)
	Cattle raising*† and production of milk* (1, 3, 8)
	Production of charcoal* (8, 14, 16, 17)

Paraguay

SIGNIFICANT ADVANCEMENT

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Production of bricks (1, 3, 9, 17)
	Gold mining*† (3)
	Limestone quarrying† (1, 3, 9)
	Manufacturing soccer balls* (3)
	Construction,* activities unknown (3)
Services	Domestic work† (1, 3, 5-7, 9, 18)
	Transportation activities,* including collecting bus fare* (15)
	Street work,† including vending, shoe shining,* and begging (1, 6, 7, 9, 17, 19, 20)
	Garbage dump scavenging*† (1, 2, 21)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (3-6, 9, 19, 22, 23)
	Domestic servitude sometimes as a result of human trafficking (1-3, 5-7, 9, 23)
	Use in illicit activities, including smuggling* and drug trafficking* (2, 9, 13, 23, 24)
	Debt bondage in cattle raising* (3)
	Use in the production of child pornography (25-28)
	Use in armed conflict,* including to perform logistical activities for armed groups* (6, 8, 9, 23, 28, 29)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The practice of *criadazgo*, a system whereby middle-class and wealthy families informally employ and house young domestic workers from impoverished families, is pervasive in Paraguay. NGOs have noted that domestic workers are particularly vulnerable to being trafficked for sexual exploitation and reported that 60 percent of rescued trafficking victims began working as domestic servants as minors.(14, 23, 28) Children from poor rural areas, in particular the Departments of Caaguazú and Alto Paraná, are subjected to commercial sexual exploitation and domestic servitude, each sometimes as a result of human trafficking, in the border areas with Argentina and Brazil and in urban areas, including Asunción, Ciudad del Este, Encarnación, and Filadelfia.(4, 5, 18, 28) The Government acknowledged the recruitment and use of child soldiers by armed groups, including the Paraguayan People's Army and the Armed Peasant Association. Some children were recruited at the age of 14 or younger to serve as lookouts or to carry supplies and later were incorporated as full-time combatants.(6, 8, 9, 23, 28, 29) Children work alongside their parents in debt bondage on cattle ranches in the remote Chaco region.(3, 7)

The 2011 National Survey of Child and Adolescent Activities indicates that children who speak Guaraní exclusively are more likely to be involved in child labor and have higher rates of school absence as compared to other working children; poverty is pervasive in rural Paraguay, where Guaraní is the predominant language.(1, 30) School buses or other forms of public transportation are limited in rural areas. The Government has noted that girls from rural areas leave school at an earlier age than boys and estimated that 50 percent of children with disabilities could not attend school due to lack of access to public transportation.(6, 9)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Paraguay has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor




Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 1 of Law No. 2332; Article 58 of the Childhood and Adolescence Code (31, 32)
Minimum Age for Hazardous Work	Yes	18	Article 54 of the Childhood and Adolescence Code; Article 3 of Decree No. 4951; Articles 122 and 125 of the Labor Code; Article 15 of the First Employment Law; Article 5 of Law No. 5407 on Domestic Work (31, 33-37)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 54 of the Childhood and Adolescence Code; Article 2 of Decree No. 4951; Article 15 of the First Employment Law; Articles 122, 125, and 389 of the Labor Code; Article 5 of Law No. 5407 on Domestic Work (31, 33-37)
Prohibition of Forced Labor	Yes		Articles 5–7 of the Comprehensive Law Against Trafficking in Persons; Articles 125, 129, 223, and 320 of the Penal Code; Articles 10 and 54 of the Constitution (38-41)
Prohibition of Child Trafficking	Yes		Articles 6 and 7 of the Comprehensive Law Against Trafficking in Persons; Articles 125, 129, and 223 of the Penal Code; Article 54 of the Constitution (38-41)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 135 and 223 of the Penal Code; Article 2.19 of Decree No. 4951; Article 31 of the Childhood and Adolescence Code (31, 33, 39, 41)
Prohibition of Using Children in Illicit Activities	Yes		Article 1 of Law No. 1657; Article 32 of the Childhood and Adolescence Code (31, 42)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 2 of Law No. 3360 (43)
Minimum Age for Voluntary Military Service	Yes	18	Article 2 of Law No. 3360 (43)
Compulsory Education Age	Yes	15	Article 2 of Law No. 4088; Article 32 of the General Education Law No. 1264 (44, 45)
Free Public Education	Yes		Article 76 of the Constitution; Article 32 of the General Education Law No. 1264 (38, 44)

In 2015, the Government of Paraguay raised the minimum age for domestic work from 16 to 18 through passage of Law No. 5407 on Domestic Work.(33, 36, 46) Also in 2015, the Paraguayan Congress introduced legislation to create specialized child and adolescent courts and strengthen the ability of the Judicial Branch to address the worst forms of child labor.(8)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Employment and Social Security (MTESS)	Enforce laws related to child labor and hazardous child labor, inspect workplaces for child labor, and fine companies found in violation of labor laws. Refer cases involving criminal violation of child labor to the Public Ministry or the National Secretariat for Children and Adolescents (SNNA).(3, 8)
National Police	Maintain a special unit of 33 police officers who handle complaints regarding trafficking in persons, including children, with offices in five cities.(3, 8)

Paraguay

SIGNIFICANT ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
The Public Ministry (Prosecutor's Office)	Enforce criminal laws, including those related to the worst forms of child labor. Investigate and prosecute violators based on complaints, its own information, or referrals from the MTESS and other agencies, such as the SNNA and the Public Defender's Office.(3) Maintain Special Directorate to Fight the Trafficking of Persons and Commercial Sexual Exploitation of Children that works with local prosecutors nationwide to prosecute human trafficking and commercial sexual exploitation crimes.(3)
SNNA	Maintain a unit dedicated to fighting child trafficking.(3, 8) Sponsor a hotline to report cases of human trafficking and the commercial sexual exploitation of children; provide social services to trafficking victims upon receiving referrals from law enforcement agencies.(24)
The Public Defender's Office	Maintain the Specialized Unit to Combat Human Trafficking and Sexual Exploitation of Children and Adolescents.(47)
Attorney General's Office	Investigate and prosecute cases of child labor involving human trafficking through the Anti-Trafficking in Persons Unit. The unit is composed of 3 specialized prosecutors based in Asunción, who work with local prosecutors nationwide, and 35 assistants.(8)
Ministry of Women's Affairs	Provide social services to female victims of human trafficking, half of whom are estimated to be children. House an office dedicated to combating trafficking of children and staffed with five dedicated personnel.(3, 8, 24)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Paraguay took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (8)
Number of Labor Inspectors	26 (14)	56 (8)
Inspectorate Authorized to Assess Penalties	Yes (48)	Yes (48)
Training for Labor Inspectors		
■ Initial Training for New Employees	N/A	Yes (8)
■ Training on New Laws Related to Child Labor	Unknown	Yes
■ Refresher Courses Provided	Yes (14)	Yes (8)
Number of Labor Inspections	Unknown	308 (49)
■ Number Conducted at Worksite	30 (14)	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (14)	7 (8)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	5 (8)
■ Number of Penalties Imposed That Were Collected	Unknown	2 (50)
Routine Inspections Conducted	Yes (14)	Yes (8)
■ Routine Inspections Targeted	Yes (14)	Yes (8)
Unannounced Inspections Permitted	Yes (8)	Yes (8)
Unannounced Inspections Conducted	Yes (8)	Yes (8)
Complaint Mechanism Exists	Yes (8)	Yes (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (8)	Yes (8)

According to the ILO's recommendation of one inspector for every 15,000 workers in developing economies, Paraguay should employ roughly 216 inspectors in order to adequately enforce labor laws throughout the country.(51-53)

In 2015, the Ministry of Labor, Employment and Social Security (MTESS) hired 30 additional labor inspectors, of whom 12 will be assigned to regional offices, and formalized an agreement with the ILO to develop child labor training modules for inspectors. However, government agencies, international organizations, NGOs, and labor organizations agree that the funding for the labor inspectorate and the total number of labor inspectors remain inadequate to address child labor in Paraguay, particularly in the informal sector.(8, 14) The inspectorate is particularly limited by the lack of dedicated vehicles or travel funds.(8, 14) An additional constraint to labor law enforcement is the legal requirement that the Public Ministry and the MTESS secure a search warrant from a judge if an employer does not permit their entrance for a workplace inspection. There is a lack of efficient and timely cooperation

by judicial authorities in granting workplace inspection search warrants, as the system is paper-based and orders routinely take more than 3 months to arrive.(3, 8, 14, 54) In 2015, the MTESS continued negotiations with the Supreme Court to create an electronic filing and communication system, allowing judges to submit and receive legal orders and information requests more quickly.(8, 14)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Paraguay took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (48)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Yes (48)
■ Refresher Courses Provided	Yes (28)	Yes (48)
Number of Investigations	Unknown	68 (48)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	28 (28)	60 (48)
Number of Convictions	16 (28)	35 (48)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (8)	Yes (8)

In 2015, the MTESS referred three child labor cases to the Attorney General's Anti-Trafficking in Persons Unit.(8) During the reporting period, members of a joint task force, composed of military personnel, national police, and the national anti-drug secretariat, coordinated to identify and detain three child soldiers in the San Pedro and Amambay Departments.(8) The Government placed the children, between the ages of 13 and 15, in juvenile detention facilities and assigned them a specialized public defender in children's rights. Government representatives from several human rights units agreed to charge them. (48)

Government agencies, international organizations, NGOs, and labor organizations have observed that more specialized prosecutors are needed to support local prosecutors nationwide and to increase the Public Ministry's ability to investigate and prosecute child labor cases involving human trafficking.(8, 14) The Special Directorate to Fight the Trafficking of Persons and Commercial Sexual Exploitation of Children has insufficient resources, including vehicles, fuel, and logistical support, to carry out investigations, particularly in remote areas, such as the Chaco region, where the worst forms of child labor, human trafficking, and debt bondage are most prevalent. Overall, Paraguay's law enforcement agencies lack resources, including staff and training, to sufficiently identify, investigate, and prosecute cases of the worst forms of child labor; as a result, the number of convictions of crimes related to the worst forms of child labor is insufficient, and the existing penalties are inadequate deterrents.(3, 8, 14, 55) Furthermore, there is a lack of formal referral mechanisms for agencies that receive complaints related to the worst forms of child labor, such as the National Secretariat for Children and Adolescents, to refer cases to prosecutors in the Attorney General's Office.(3)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission to Prevent and Eradicate the Exploitation of Children (CONAETI)	Lead government efforts against child labor and include representatives from the MTESS, the Ministry of Justice and Human Rights, the Ministry of Women's Affairs, the SNNA, and other government agencies, as well as labor union representatives, industry associations, and NGOs.(3, 56) In 2015, CONAETI and the MTESS met with Congressional representatives, the Attorney General's office, and the Human Rights office of the Supreme Court to draft legislation that prohibits and establishes specific penalties for criadazgo. CONAETI also organized eight workshops for the Judicial branch and the SNNA to update the magistrate training curriculum to include legal courses related to the enforcement of child labor laws.(8, 48)
National Council for Children and Adolescents (National Council)	Establish policies to protect children's rights and approve specific programs aimed at children and adolescents.(3, 56)
Inter-Institutional Working Group on Preventing and Combating Human Trafficking	Coordinate interagency efforts to combat all forms of trafficking in persons, including child trafficking. Headed by the Ministry of Foreign Relations.(3, 18, 56)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Defense Councils for the Rights of Children and Adolescents	Coordinate government efforts to protect children's rights at the municipal level, including by maintaining a registry of children and youth involved in economic activities and coordinating with vocational training programs for adolescent workers.(3, 31)
National Commission of Fundamental Labor Rights and Prevention of Forced Labor	Include representatives of employers, unions, and government agencies, such as the MTESS.(14)

Although the National Commission to Prevent and Eradicate the Exploitation of Children organized several interagency efforts on child labor in 2015, in general, government coordination—including between the Ministries of Education and Health—is done on an informal basis and remains insufficient to combat child labor, including its worst forms.(3, 5, 8)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Paraguay has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy for the Prevention and Eradication of Child Labor and Protection of Working Adolescents (2010–2015)	Provides access to free, quality education for child laborers and livelihood alternatives for their families. Raises public awareness of child labor and improves enforcement of child labor laws.(3, 56)
National Plan for Development (2014–2030)	Includes goals for reducing child labor as part of broader efforts to reduce social exclusion and poverty. Includes the Embrace Program, which specifically aims to reduce the worst forms of child labor.(14, 57)
National Plan on Human Rights	Includes components on child labor, forced labor, and indigenous child labor. Was established in 2012 and has no expiration date.(3)
Inter-Institutional Agreement on Government Procurement	Seeks to ensure that any goods or services procured by the Government are not produced through child labor. Was established between SNNA and the National Bureau for Public Contracts.(58)
MERCOSUR Social Labor Declaration of 2015†	Aims to promote decent work and sustainable development in the five member states of MERCOSUR, in part through commitments to uphold core labor standards, including the elimination of forced labor, the prevention and elimination of child labor, and the protection of adolescent work. Signed in Brasilia, Brazil in July 2015.(59, 60)
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(61)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR	Promotes greater coordination between governmental agencies, levels of government, and with civil society among MERCOSUR members.(62, 63)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor; by improving country legal frameworks to harmonize them with international conventions affecting children; and by exchanging best practices.(64)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Paraguay at the ILO's 18th Regional Meeting of the Americas in Lima, Peru, in October 2014.(65, 66)
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Paraguay participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(67, 68) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(67, 69)

†Policy was approved during the reporting period.

In November 2015, USDOL and the MTESS signed a letter of understanding, noting their intent to collaborate on efforts to reduce the worst forms of child labor, increase educational and livelihood opportunities for vulnerable children and their families, and improve labor law enforcement and working conditions in Paraguay, with a particular focus on the Department of Guairá.(70, 71)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Paraguay funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Program on the Eradication of Child Labor	\$4.5 million Government of Spain-funded, 3-year project implemented by the ILO-IPEC to combat child labor.(72)
Partnership Program to Eliminate Child Labor	\$2.3 million Government of Brazil-funded, 4-year project implemented by the ILO-IPEC to combat child labor.(72)
Shout Program	Ministry of Education and Culture/ILO program to raise awareness about child labor among students and teachers to help school administrators identify child laborers and prevent children from engaging in the worst forms of child labor.(14, 56)
Country Level Engagement and Assistance to Reduce Child Labor (2013–2017)	USDOL-funded, capacity-building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards; improve monitoring and enforcement of laws and policies related to child labor; and enhance the implementation of national and local policies and programs aimed at the reduction and prevention of child labor in Paraguay.(73)
Global Research on Child Labor Measurement and Policy Development (2013–2017)	USDOL-funded research project implemented by the ILO in 10 countries to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity of the Government to conduct research in this area. In 2015, Paraguay's Department of Statistics, Surveys and Censuses trained enumerators and implemented the first stage of the pilot survey in two departments. (74, 75)
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to build capacity of the Government and develop strategic policies to address the elimination of child labor and forced labor in Paraguay.(76)
Paraguay Okakuaa (Paraguay Progresses) (2015–2019)*	\$6 million USDOL-funded, 4-year project implemented by Partners of the Americas to combat child labor, improve labor law enforcement, and improve working conditions in Paraguay, with a focus on the Department of Guairá and a particular emphasis on providing opportunities to adolescent girls. Aims to improve data systems on labor law enforcement, increase interagency collaboration, and implement education and training programs that will benefit approximately 1,650 children and 1,350 families.(71)
Regional Action Group for the Americas (<i>Grupo de Acción Regional para las Américas</i>)	Regional initiative to conduct prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(77)
Southern Child Initiative (<i>Niñ@sur</i>)	Regional initiative to carry out public campaigns against commercial sexual exploitation, human trafficking, and child labor. Also, facilitates technical assistance to improve domestic legal frameworks to comply with international standards on those issues and supports the exchange of best practices related to victim protection and assistance.(78, 79)
Trafficking in Persons Shelter*†	Joint SNNA and religious organization program to provide housing, food, and psychological and educational assistance for up to 12 child and adolescent victims of human trafficking.(5) SNNA staff include three educators, a psychologist, and a pedagogy specialist living onsite and working with victims. Inaugurated in October 2015 and currently serving 10 victims.(5)
Combating Commercial Sexual Exploitation of Girls, Boys and Adolescents in Trips and Tourism*†	National campaign of the National Secretariat for Tourism and the Association of Female Tourism Executives to raise awareness on protecting children from commercial sexual exploitation. In 2015, provided awareness-raising materials for Asunción taxis and ran a series of public outreach events in the cities of Asunción, Salto de Guairá, and Curuguaty.(5)

Paraguay

SIGNIFICANT ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Embrace Program (<i>Programa Abrazo</i>)†	SNNA program to assist children engaged in exploitative work by providing them and their families with health and education services, food deliveries, and cash transfers conditioned on children's school attendance and withdrawal from work.(56) Works closely with NGO Fortalecer in the implementation of ILO-IPEC programs and with the Sugarcane Growers' Association, Ministry of Education and Culture, and CONAETI to set up programs tailored to at-risk children who work during the sugarcane harvesting season.(3) As of October 2015, operates in 27 districts in 11 departments, providing support to 11,288 children.(8)
Well-Being Conditional Cash Transfer Program (<i>Tekoporã</i>)†	Government-administered program through the Secretariat for Social Action. Provides conditional cash transfers to families in rural communities in the departments of Concepción, San Pedro, Canindeyú, Caaguazú, Caazapá, Alto Paraguay, and Presidente Hayes.(8) Incorporates aspects of the Embrace Program, such as the family monitoring methodology, to ensure beneficiary families do not allow their children to engage in child labor.(3)
Comprehensive Attention Program for Street Children and Adolescents (<i>Programa PAINAC</i>)†	SNNA program to provide assistance and services to children living on the streets. Program's goal is to assist approximately 200 children.(8, 56)
Youth Apprenticeship Program	National Service of Vocational Promotion program to provide free technical training to youth between ages 15 and 29 who have completed the ninth grade in fields such as graphic arts, metalworking, and auto mechanics.(80)
Teen Apprentice Program*	Public-private partnership between the MTESS, the Social Security Institute, the National Service of Vocational Promotion, and the Chamber of Supermarkets to provide apprenticeships to youth between the ages of 15 and 18.(48, 81)
National Employment Training System	National employment training system funded through the Social Security Institute to provide free job training opportunities throughout the country for youth and adults.(82, 83)
Paraguay Youth Republic Forums	National Secretariat of Youth program to promote social dialog and youth participation in the formation of public policies regarding youth health, education, labor, and other areas.(84)

* Program was launched during the reporting period.

† Program is funded by the Government of Paraguay.

The 2012 Law Against Trafficking in Persons requires the Ministry of Women's Affairs to provide compensation and financial assistance to victims of sexual and labor trafficking, including minors. However, the Government has not allocated funding for the Ministry of Women's Affairs to implement such a program, and most victims did not have access to comprehensive care.(8, 14, 40, 85) Although Paraguay has programs that target child labor, the scope and funding level of these programs is insufficient to fully address the extent of the problem, and programs are limited by the absence of government education and health services in rural areas. Additional programs are needed to reach the large numbers of working children, especially in agriculture and domestic service.(8, 14) NGOs have also called for the establishment of a program to rehabilitate child soldiers.(8)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Paraguay (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Make publicly available information on the labor inspectorate's funding levels and the number of labor inspections conducted at worksites and by desk review.	2015
	Hire a sufficient number of labor inspectors to effectively enforce laws related to child labor and increase the funding and resources available to the labor inspectorate, including dedicated vehicles and travel funds, to provide adequate coverage of the workforce.	2009 – 2015
	Build enforcement capacity to address children's work in the informal sector.	2014 – 2015
	Improve the cooperation mechanisms among judicial authorities and labor enforcement officials to grant search warrants for workplace inspections in a more efficient and timely manner.	2013 – 2015
	Cease the incarceration of children associated with armed groups and ensure these children are referred to appropriate rehabilitation and reintegration programs.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase efforts to prosecute crimes related to the exploitation of children in the worst forms of child labor, including by hiring and training more specialized prosecutors; providing resources, such as vehicles and fuel, to enable investigations in remote areas, such as the Chaco; developing coordination and referral mechanisms for government agencies to refer relevant cases to the Public Ministry; and increasing penalties for crimes.	2012 – 2015
Coordination	Strengthen interagency coordinating mechanisms, with particular focus on the communication between the Ministry of Education and the Ministry of Health, to combat child labor, including its worst forms.	2013 – 2015
Social Programs	Increase access to education for children living in rural and indigenous communities, including in the Chaco region, and for children with disabilities.	2014 – 2015
	Further expand government programs to assist more families and children affected by the worst forms of child labor, including in agriculture, domestic servitude, and human trafficking.	2010 – 2015
	Implement disarmament, demobilization, and reintegration programs for children associated with armed groups and ensure these children receive sufficient rehabilitation services.	2015

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Peru

SIGNIFICANT ADVANCEMENT

In 2015, Peru made a significant advancement in efforts to eliminate the worst forms of child labor. The Government passed a law prohibiting the physical or humiliating punishment of children and adolescents, including in the workplace; launched a national policy against trafficking in persons that highlights the increased vulnerability of child laborers; and conducted a national child labor survey. The National Labor Inspection Superintendency opened a new inspection office in Ancash, and the National Commission for the Prevention and Eradication of Child Labor created subcommittees to address hazardous adolescent work, child domestic work, and intervention strategies for the Regional Commissions for the Prevention and Eradication of Child Labor. However, children in Peru continue to engage in child labor, including in agriculture, and in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. Labor and criminal law enforcement agencies in Peru lack sufficient training and resources to adequately combat child labor, including its worst forms. Moreover, Peruvian law allows adolescents to work in mining and commercial fishing, despite the designation of both activities as hazardous under other provisions of Peruvian law, and to engage in night work in some circumstances.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Peru are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1-8) According to the Government's 2011 National Household Survey, 68 percent of child laborers under the legal working age work in rural areas, principally on farms.(1, 9) According to the same survey, approximately 31 percent of child laborers in urban areas work in the service sector, including in hazardous occupations such as street work. Official statistics indicate that the rates of child labor are significantly higher in the highland and jungle regions of Peru than in the coastal regions.(9) Table 1 provides key indicators on children's work and education in Peru.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	22.8 (1,297,106)
Attending School (%)	5-14 yrs.	79.3
Combining Work and School (%)	7-14 yrs.	19.4
Primary Completion Rate (%)		95.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Hogares (ENAH), 2014.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of Brazil nuts/chestnuts* (6, 8, 12)
	Planting and harvesting avocados,* barley,* beans,* cocoa,* coffee,* corn,* grass,* passion fruit,* pineapples,* plantains,* potatoes,* rocoto chili peppers,* and yucca* (13)
	Transplanting and harvesting rice*(2, 14-24)
	Herding and caring for farm animals*† (9, 25)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Agriculture	Fishing,† including deep sea fishing,*† organizing tools,* throwing fishing lines and nets,*† harvesting crabs* and shrimp eggs,*† and cleaning shrimp* and prawns* for packaging*† (16, 26)
	Logging*† and clearing forestland for mining, including cutting down and burning trees*† (5, 6, 12)
Industry	Mining,† including silver mining* and particularly gold mining (5, 6, 8, 12, 14, 27, 28)
	Production of brick† and fireworks† (6, 8, 12)
Services	Street work,† including vending, begging, shoe shining, unloading ships,† carrying loads, and car washing (2, 4, 6, 9, 12, 16, 29)
	Collecting fares on public buses*† (16)
	Repairing motor vehicles*† (5)
	Garbage scavenging† and battery recycling* (6, 12, 27)
	Domestic work*† (6, 25)
Categorical Worst Forms of Child Labor‡	Forced labor in mining, particularly gold mining* (2-6, 12, 30)
	Forced labor in logging,* street vending,* and begging (2-7, 12, 31)
	Forced domestic work sometimes as a result of human trafficking (2, 4, 6, 32)
	Commercial sexual exploitation, including in bars, brothels, and mining camps, each sometimes as a result of human trafficking (2, 3, 5-8, 12, 31, 33-35)
	Growing and processing coca (stimulant plant) sometimes as a result of human trafficking and transporting drugs (2-4, 6, 8, 12, 31, 34, 35)
	Counterfeiting United States dollars,* smuggling gas* and gasoline* (16, 17)
	Use in armed conflict sometimes as a result of forced or compulsory recruitment* (4, 7, 8, 12, 31)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Peruvian girls are subjected to commercial sexual exploitation across the country, particularly in mining communities and in the tourist zones of Cuzco, Iquitos, and Lima.(7, 31, 33, 36, 37) Young Colombian girls and boys enter Santa Rosa, Peru, by canoe, where they engage in illicit activities and are subjected to commercial sexual exploitation. Canoe access to Colombia closes from 6 p.m. to 6 a.m. every day, resulting in further commercial sexual exploitation of children unable to return to Colombia by night.(34, 35)

Remnants of the terrorist group Shining Path use children as soldiers and domestic workers as well as to produce coca and transport drugs.(2-4, 6, 12, 31) In July, the Government of Peru rescued 54 indigenous Ashaninka people, including 34 children, who were being held by Shining Path members in remote jungle areas.(38) Colombian children from the departments of Amazonas and Nariño frequently travel across the border to Peru to work in the cultivation of coca and illegal drug production. Sometimes, these children are trafficked to perform these activities.(39, 40)




Children in Peru work in informal mining, particularly in informal gold mines and peripheral services. Children working in informal and small-scale mining are exposed to hazards, including wall and mine collapses, landslides, explosives accidents, and harmful gases.(6, 16, 41, 42)

Adolescents from indigenous communities had a 42.5 percent secondary school completion rate in 2013, whereas 67.6 percent of non-indigenous youth completed secondary school. Only 42.1 percent of girls ages 17 to 18 in rural communities completed secondary school in 2013, as opposed to 75.7 percent of girls the same age in urban areas.(43) Some parents do not send their daughters to high school because of the distance, cost, and concerns over sexual violence and teen pregnancy.(44) A 2012 family health survey indicated that 34.9 percent of girls who had completed only primary school were either pregnant or already had a child.(45) School authorities reportedly deny girls admission to school if they are pregnant or dating, despite legislation requiring school directors to ensure that female students who are pregnant or have children remain in school and do not face discrimination.(44, 46)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Peru has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 51 of the Child and Adolescent Code (47)
Minimum Age for Hazardous Work	Yes	18	Article 58 of the Child and Adolescent Code (48)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Sections A–B of the Supreme Decree No. 003-2010-MIMDES (49)
Prohibition of Forced Labor	Yes		Articles 2 and 23 of the Constitution; Article 4 of the Child and Adolescent Code; Articles 128–129, 153, 168, and 182 of the Penal Code (48, 50-53)
Prohibition of Child Trafficking	Yes		Article 4 of the Child and Adolescent Code; Articles 153 and 182 of the Penal Code (48, 50-52)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 4 of the Child and Adolescent Code; Articles 153 and 179–183 of the Penal Code (48, 52, 54)
Prohibition of Using Children in Illicit Activities	Yes		Articles 128 and 297 of the Penal Code (51, 55, 56)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 42 of the Military Service Law (32)
Minimum Age for Voluntary Military Service	Yes	18	Article 42 of the Military Service Law (32, 57)
Compulsory Education Age	Yes	17‡	Article 17 of the Constitution; Articles 12 and 36 of the General Education Law; Article 61 of the Supreme Decree No. 011-2012-ED (2, 53, 58-60)
Free Public Education	Yes		Article 17 of the Constitution; Article 4 of the General Education Law (53, 58)

‡ Age calculated based on available information.(2, 53, 58-60)

Education is compulsory in Peru through secondary school, with a projected progression of 6 years of study in primary school, beginning at age 6, and 5 years of study in secondary school. The Government of Peru has indicated that the average secondary school completion age is 17.(2, 53, 58-60)

In 2015, the Government of Peru strengthened legal protections for children and adolescents by passing a law prohibiting the use of physical or humiliating punishment against children and adolescents, including in the workplace.(61) The Child and Adolescent Code does not fully protect adolescents (ages 12 to 18) engaged in night work and hazardous work. Article 57 prohibits children (under age 12) and adolescents from working between the hours of 7 p.m. and 7 a.m., with the exception that a judge may authorize adolescents age 15 and older to engage in night work not exceeding 4 hours a day. In 2014, the Government of Peru proposed a bill amending the Child and Adolescent Code to raise the minimum age for authorized night work to 16. This amendment was not approved during the reporting period.(2, 48, 62) Additionally, although Section A of the Supreme Decree No. 003-2010-MIMDES designates fishing and mining as work that is hazardous by nature, Article 51 of the Child and Adolescent Code allows adolescents to perform work in mining at age 16 and in commercial fishing at age 17, without provisions to ensure that their health, safety, and morals are fully protected, or that they receive specific instruction or training in these activities.(47, 49)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Promotion of Employment (MTPE)	Set national policies and guidelines for labor law enforcement, including for inspections. Responsible for supporting the National Labor Inspection Superintendency (SUNAFIL).(63) Maintain an online reporting system to receive complaints of labor law violations.(64)
SUNAFIL	Enforce labor laws in nine regions with operational SUNAFIL offices.(2, 65) Conduct labor inspections of employers who have more than 10 registered workers.(66) Maintain a special inspection group composed of 15 inspectors who conduct inspections targeting forced labor and child labor violations, and train other inspectors on these topics.(16, 67) Address possible child labor violations during all inspections and refer cases of child labor to the Ministry of Women and Vulnerable Populations (MIMP) and the Public Ministry, as appropriate.(68, 69)
Regional Directorates for Labor	Inspect employers who have 10 or fewer registered workers.(63, 66)
Ombudsman's Department for Children and Adolescents	Coordinate government policies and programs that target children and adolescents. Assist the MTPE in investigating complaints of violations of child labor laws.(2)
National Police	Enforce criminal laws regarding child labor and child exploitation and maintain a trafficking in persons investigation unit to investigate cases of child trafficking for labor and sexual exploitation.(2, 69, 70) Coordinate with the Public Ministry and MIMP to place rescued minors in the care of family members or state social services.(1)
Public Ministry	Coordinate with the MTPE, SUNAFIL, and the National Police to investigate and prosecute cases of criminal violations of child labor laws. Maintain a specialized trafficking in persons prosecutorial unit within the Public Prosecutor's Office.(69, 71)
Ministry of the Interior (MININTER)	Investigate child trafficking cases and refer children to victim services.(2) Maintain a hotline that functions during office hours to receive reports of trafficking in persons. Provide victims and the general public with information on human trafficking, communicate cases of human trafficking to relevant government offices, and coordinate services for victims.(1, 72)
MIMP Children's Bureau	Design, promote, coordinate, monitor, and evaluate government policies and programs for the well-being of children and adolescents.(2, 73) Manage the Street Educators program and a hotline for exploited children, including child laborers. Provide social services to children found working in the worst forms of child labor and refer cases to the MTPE.(67, 69, 74)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Peru took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$24,647,980 (3)	\$24,282,131.66 (2)
Number of Labor Inspectors	295 (3)	482 (2)
Inspectorate Authorized to Assess Penalties	Yes (3)	Yes (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (3)	Unknown
Number of Labor Inspections	25,104 (75)	35,813 (75)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	25 (3)	85 (2)
Number of Child Labor Violations for Which Penalties Were Imposed	25 (3)	11 (2)
■ Number of Penalties Imposed That Were Collected	Unknown	0 (2)
Routine Inspections Conducted	Yes (3)	Yes (2)
■ Routine Inspections Targeted	Yes (3)	Yes (2)
Unannounced Inspections Permitted	Yes (3)	Yes (2)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Unannounced Inspections Conducted	Yes (3)	Yes (2)
Complaint Mechanism Exists	Yes (64)	Yes (64)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (2)

In 2015, the National Labor Inspection Superintendency (SUNAFIL) opened a new inspection office in Ancash and was operational in nine regions. SUNAFIL conducted 338 child labor inspections and removed 116 children from child labor, including its worst forms, during the reporting period.(2, 65, 76) Although the total number of labor inspectors and labor inspections increased in 2015 from the previous year, inspectors lacked sufficient training and resources, such as transportation and fuel, to address the problem of child labor, particularly in the informal sector.(2, 4, 42, 70) Many regional labor inspectorates were understaffed and underfunded, and the Ministry of Labor and Promotion of Employment (MTPE) continued to report an insufficient number of labor inspectors. The ILO Committee of Experts also noted that the number of labor inspectors is inadequate to monitor the informal economy where the majority of child labor in Peru occurs.(2, 3, 30)

According to the ILO's recommendation of 1 inspector for every 15,000 workers in developing economies, Peru should employ roughly 1,120 inspectors to adequately enforce labor laws throughout the country.(77-79) Of Peru's 482 labor inspectors, 88 were inspectors from the Regional Directorates for Labor and 394 were SUNAFIL inspectors.(2) Of the SUNAFIL inspectors, 20 were supervisors. While these supervisors are fully accredited inspectors, SUNAFIL reported that they focus on managerial functions. In addition, 267 inspectors were auxiliary, who required supervision to inspect employers who had more than 10 employees; and 107 were labor inspectors, who were authorized to inspect businesses with more than 10 employees. Of these, 98 were located in Lima.(2) In regions outside of Lima, there were only 9 SUNAFIL labor inspectors and the 88 inspectors from the Regional Directorates for Labor.(2)

Penalties for child labor were insufficient to deter violations, particularly as NGOs estimated that the labor authority collected only 10 percent of imposed fines. In addition, SUNAFIL reported it had not collected any fines from 2015 due to pending appeals.(2, 3)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Peru took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (3, 80)	Yes (71)
Number of Investigations	110 (42)	359 (38)
Number of Violations Found	25 (80)	Unknown
Number of Prosecutions Initiated	110 (42)	Unknown (2)
Number of Convictions	19 (80)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (2)

In 2015, the trafficking in persons investigation unit of the National Police employed 110 child labor investigators, and the specialized trafficking in persons prosecutorial unit of the Public Prosecutor's Office in Lima employed 11 prosecutors. During the reporting period, the Public Prosecutor's Office authorized funding to place six specialized trafficking in persons prosecutors in Lima, Madre de Dios, Tumbes, and Loreto.(2) NGOs and the MTPE noted that investigators did not have sufficient funding or resources to carry out investigations and that training for MTPE investigators was insufficient and failed to strengthen MTPE investigative capacity.(2)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Prevention and Eradication of Child Labor (CPETI)	Implement the National Strategy for the Prevention and Eradication of Child Labor.(64) Propose public policies and coordinate, evaluate, and monitor government actions to combat child labor. Maintain subcommittees, including on informal mining, child labor in indigenous villages, and project evaluation.(2) Led by the MTPE and includes 17 government agencies, including MININTER, the Ministry of Education, the Ministry of Justice, and the Peruvian National Police as well as representatives from business associations, unions, and NGOs.(2, 4) Met regularly during the reporting period and created three subcommittees to focus on hazardous adolescent work, child domestic work, and intervention strategies for the Regional Commissions for the Prevention and Eradication of Child Labor.(2, 64)
Regional Commissions for the Prevention and Eradication of Child Labor	Carry out CPETI's mandate at the regional level.(81) Is present in all 25 regions of Peru.(16)
National Commission against Forced Labor	Coordinate government efforts to combat forced labor, including conducting research on forced labor, awareness-raising efforts, developing legislation, and strengthening Peru's institutional capacity to address forced labor. Led by the MTPE, with participation of eight additional government ministries.(1, 70) Met infrequently throughout the reporting period.(2, 64)
Permanent Multi-Sectoral Commission on Illegal Mining	Coordinate government efforts to address illegal mining, including by developing programs to eradicate child labor and child prostitution in mining areas. Led by the Prime Minister's Office and includes the participation of regional governments and six national government agencies, including the Ministry of Energy and Mines and MININTER.(82)
Multi-Sector Committee Against Trafficking in Persons	Lead and coordinate government efforts to combat trafficking in persons. Chaired by MININTER and includes 12 government agencies, including the Ministry of Justice, MIMP, and the MTPE.(70)

Despite effective coordination among law enforcement agencies, including SUNAFIL, the MTPE, and the National Police, in the rice plantations of the Tumbes region during the reporting period, Peruvian officials acknowledged that, in general, the collection and sharing of information to address child labor was limited by an overall lack of interagency coordination.(2)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Peru has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategy for the Prevention and Eradication of Child Labor for 2012–2021	Aims to eliminate the worst forms of child labor by improving the livelihoods of low-income families, improving education opportunities, raising awareness of child labor, improving work conditions for adolescents, and increasing child labor law enforcement.(9, 74) Also seeks to improve the quality of child labor data in Peru. Includes the objective of carrying out pilot programs to combat child labor in urban and rural areas.(9)
A Peru without Child Labor	Aims to prevent and eradicate child labor through a partnership between the Government and a network of private businesses committed to supporting the National Strategy by investing in child development and building a skilled workforce.(74, 83)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013) and signed by Peru at the ILO's 18th Regional Meeting of the Americas in Lima (October 2014).(84, 85)
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Peru participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(86, 87) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(86, 88)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Action Plan for Children and Adolescents for 2012–2021	Establishes a comprehensive set of government policies for children and adolescents, including the goal of eradicating the worst forms of child labor.(1, 70, 74)
Sector Strategy on the Prevention and Eradication of Child Labor	Includes the objectives of increasing the availability of child labor data, raising public awareness, strengthening coordination between public and private entities on child labor issues, and improving investigations of child labor violations. Developed jointly by the MTPE and the ILO.(69, 89)
Second National Plan to Combat Forced Labor for 2013–2017	Establishes the Government's policies and priorities for combating forced labor. Includes the goal of reducing children's vulnerability to becoming engaged in forced labor.(41)
Intersectoral Protocol against Forced Labor	Outlines the Government's role in combating forced labor and provides for the housing, legal defense, and educational reintegration of children and adolescent victims of forced labor. Monitored by the National Commission Against Forced Labor.(3, 90)
National Policy against Trafficking in Persons†	Aims to prevent and reduce human trafficking by addressing root causes, prosecuting perpetrators, assisting victims, and strengthening programs for vulnerable populations, including child laborers.(2, 64, 91)
Illegal Mining, Drug Trafficking, Inequality, and Poverty Elimination Agreement Between the Government of Colombia and the Government of Peru	Outlines 11 agreements between the 2 nations, including several that focus on child and adolescent labor protection issues, such as identifying and assisting children and adolescents who work in mining activities and are in vulnerable situations.(92) In addition, establishes a roadmap to apply concepts from the Cooperation Agreement on the Exchange of Experiences and Good Practices regarding labor and labor relations, including child labor.(92)

† Policy was approved during the reporting period.

Although potentially a useful policy tool, the Second National Plan to Combat Forced Labor for 2013–2017 still does not have funding for implementation.(2) Additionally, some Regional Commissions for the Prevention and Eradication of Child Labor have not fulfilled their mandate to create action plans to combat child labor, while others have action plans but have failed to provide the necessary funding to carry them out.(68, 71, 93)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Peru funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Research on Child Labor Measurement and Policy Development (2013–2017)	USDOL-funded research project implemented by the ILO in 10 countries, including Peru, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building the capacity of the Government to conduct research in this area.(94) In August 2015, organized a workshop in Lima to develop survey questionnaires for the National Child Labor Survey, which was funded by the project, the MTPE, and Peru's National Institute of Statistics.(95) The National Institute of Statistics and ILO conducted the National Child Labor Survey in November 2015, sampling 6,458 households in 24 regions. Results will be released in 2016.(2, 95)
Seed Project (<i>Proyecto Semilla</i>) (2011–2016)	\$13 million USDOL-funded, 4-year project implemented by the NGO Desarrollo y Autogestión to combat rural child labor. Supports the national and regional governments in developing child labor policies, carries out awareness-raising campaigns, and aims to provide 6,650 children and 3,000 families with education and livelihood services to reduce the incidence of child labor.(96)
Peru Works (<i>Trabaja Perú</i>)† (2006–2015)	MTPE program that offers temporary work and technical training to low-income households. Requires beneficiaries to ensure their children attend school and do not engage in child labor.(2, 69, 70)
Huánuco Project†	Seeks to improve school retention and attendance rates among child laborers in rural areas. In conjunction with the Together Program, assists approximately 4,000 children and 3,200 families by providing them with cash transfers, education, and livelihood services.(1, 9, 67, 71)
Carabayllo Project†	Provides scholarships, education assistance, psychological help, and other services to 1,000 families and 1,500 children, with the aim of reducing urban child labor, especially in garbage dumps.(1, 9, 67, 71)
Learn Program (<i>Yachay</i>)	MIMP program created in 2012 to increase protection and access to social services for children and adolescents subjected to street work, including begging and commercial sexual exploitation.(97)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Street Educators (<i>Educadores de Calle</i>)†	MIMP program within the <i>Yachay</i> program that provides counseling and training to children engaged in begging and street work in 20 cities throughout Peru.(2, 98) Connects working children and their families to educational and social services, with the goal of withdrawing them from exploitative work and improving family welfare.(68, 98) In 2015, MIMP provided identification cards, health insurance, education, and employment training to approximately 9,600 street children.(2)
Youth to Work (<i>Jóvenes a la Obra</i>)†	MTPE program to provide youth ages 16 to 24 with free job training, including on-the-job training in companies.(2, 4)
Responsible Peru†	MTPE program to create formal youth employment and strengthen corporate social responsibility.(2)
Go Peru (<i>Vamos Perú</i>)†	MTPE program to provide job training and technical assistance to entrepreneurs as well as job placement services to the unemployed, including youth.(2, 4)
Regional Action Group for the Americas (<i>Grupo de Acción Regional para las Américas</i>)	Regional initiative that conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Costa Rica, the Dominican Republic, Ecuador, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(99)
Project to Consolidate Efforts to Combat Forced Labor in Brazil and Peru (2012–2017)	\$6 million USDOL-funded, 5-year project implemented by the ILO to combat forced labor, including forced child labor, in Brazil and Peru, and to share Brazil's good practices with the Government of Peru and Peruvian stakeholders.(100) In 2015, conducted and published two research reports on forced labor in gold mining and logging, trained more than 280 law enforcement officials in forced labor, and partnered with the Government of Peru to raise awareness of forced labor in the Cusco and Piurá regions. Sponsored exchange activities between Brazilian and Peruvian law enforcement officials, including conducting joint forced labor inspections in Brazil and Peru.(101-104)
From Protocol to Practice: A Bridge to Global Action on Forced Labor (The Bridge Project)*	USDOL-funded global project implemented by the ILO to support global and national efforts aimed at combating forced labor of adults and children under the 2014 ILO Protocol and supporting Recommendation to C.29 on Forced Labor. Includes Mauritania, Nepal, and Peru as priority countries.(105)
Together Program (<i>Juntos</i>) (2005–2015)†	Ministry of Social Development program to provide cash transfers to approximately 650,000 low-income households in 15 of the country's 25 departments.(64, 106, 107)
Improved Rural High School†	Ministry of Education program to provide academic and social support to students in rural high schools. In 2015, 54 teams of 3 professionals collaborated with 214 schools to raise community awareness on the benefits of secondary education and encourage the reintegration of adolescents into the school system.(64, 108)

* Program was launched during the reporting period.

† Program is funded by the Government of Peru.

Although Peru has programs that reach children who work in agriculture in rural areas, the scope of these programs is still insufficient to fully address the large numbers of children engaged in hazardous occupations in agriculture. Peru also lacks targeted programs to assist children who are subjected to commercial sexual exploitation and child soldiering, as well as children who work in mining, logging, and domestic work.(2)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Peru (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the minimum age for work in fishing, mining, and night work between, is 18 or that adolescents age 16 and older receive adequate, specific instruction or training and that their health, safety, and morals are fully protected.	2014 – 2015
Enforcement	Make publicly available information on the number of labor inspections conducted at worksites and by desk review and about the training system for labor inspectors and criminal investigators, including details on training provided to inspectors and investigators and training provided on new laws related to child labor.	2015
	Increase the level of funding allocated to the MTPE, SUNAFIL, and Regional Labor Inspectorates for staff, training, and resources to help ensure effective enforcement of child labor laws, particularly in the informal sector and regions with high rates of child labor.	2009 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the collection rate of fines imposed for child labor law violations, in particular to deter future violations.	2015
	Increase publicly available information about law enforcement efforts related to child labor, particularly at the regional level and particularly related to criminal law enforcement, including the number of criminal violations identified, prosecutions initiated, and convictions involving the worst forms of child labor.	2012 – 2015
	Increase the level of funding and resources allocated for criminal law enforcement related to the worst forms of child labor, including for increased training on the worst forms of child labor for criminal investigators that targets specific investigative challenges.	2015
Coordination	Strengthen coordination and information-sharing mechanisms among government agencies responsible for responding to child labor issues.	2012 – 2015
Government Policies	Allocate sufficient funding to fully implement the Second National Plan to Combat Forced Labor.	2013 – 2015
	Ensure that regional CPETI commissions develop action plans to combat child labor, and allocate sufficient funding to implement these plans.	2010 – 2015
Social Programs	Improve access to education for girls in rural and indigenous communities.	2014 – 2015
	Expand social programs to reach a greater number of children working in hazardous occupations in agriculture and initiate social programs to address child commercial sexual exploitation, child soldiering, child labor in mining, child labor in logging, and child domestic work.	2009 – 2015

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required. As each country assigns different priorities of enforcement to its inspectors, there is no official definition for a “sufficient” number of inspectors. Amongst the factors that need to be taken into account are the number and size of establishments and the total size of the workforce. No single measure is sufficient but in many countries the available data sources are weak. The number of inspectors per worker is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.

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In 2015, the Philippines made a significant advancement in efforts to eliminate the worst forms of child labor. Government agencies signed a joint memorandum on the Rescue and Rehabilitation of Abused Domestic Workers, which established a protocol for interagency coordination on efforts to rescue and assist exploited domestic workers, including child domestic workers. The Inter-Agency Council Against Trafficking established five new regional task forces to support enforcement of criminal laws related to child labor and provided training on trafficking in persons to a total of 3,693 government personnel and 5,972 non-government participants. In addition, the Inter-Agency Council Against Child Pornography adopted a new strategic plan that aims to eradicate child pornography in the Philippines. However, children in the Philippines are engaged in child labor, including in the production of sugarcane, and in the worst forms of child labor, including in forced domestic work and commercial sexual exploitation. Despite the existence of strong mechanisms to respond to cases of child labor, enforcement of child labor laws remains challenging due to the limited number of inspectors and lack of resources for inspections.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Philippines are engaged in child labor, including in the production of sugarcane, and in the worst forms of child labor, including in forced domestic work and commercial sexual exploitation.(1-10) The 2011 National Survey on Children indicated that 3.2 million children are engaged in child labor, of which approximately 3 million work in hazardous labor.(11) Most child labor occurs in the informal sector, with approximately 60 percent of these children working in agriculture.(11, 12) Table 1 provides key indicators on children's work and education in the Philippines.

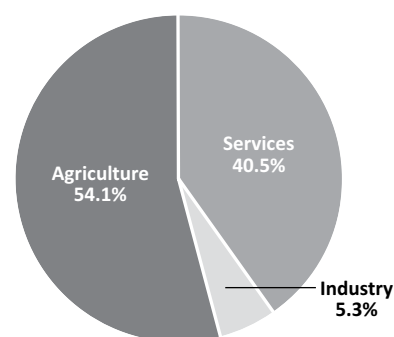
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	7.5 (1,549,677)
Attending School (%)	5-14 yrs.	93.7
Combining Work and School (%)	7-14 yrs.	7.8
Primary Completion Rate (%)		101.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Survey on Children, 2011.(14)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of sugarcane, including growing, weeding,* harvesting,* cutting,* and carrying sugarcane bundles* (1, 3, 6-8, 15)
	Growing bananas, coconuts, corn, rice, rubber, and tobacco (1, 2, 6, 15)
	Hog farming (6)
	Production of palm oil,* including harvesting,* hauling,* and loading palm oil fruits* (4, 6, 15)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Agriculture	Deep-sea fishing† (1, 6, 16-18)
Industry	Mining† and quarrying,† including gold extraction (1, 3, 15, 17-23)
	Manufacturing pyrotechnics† (1, 18, 24, 25)
	Construction,† activities unknown (1, 17, 26)
	Production of fashion accessories (27)
Services	Domestic work (1, 3, 28-31)
	Street work, including scavenging, selling flowers,* and begging* (1, 8, 12, 17, 32)
	Scavenging in dumpsites† and in rivers* (1, 18, 33, 34)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking (10, 12, 18, 30, 35-37)
	Forced labor, including domestic work, sometimes as a result of human trafficking (9, 10, 30, 38)
	Use in armed conflict (34, 39, 40)
	Forced begging* (3)
	Use in illicit activities, including in the trafficking of drugs (3, 18, 19, 41)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children, primarily girls, are trafficked domestically from rural communities as well as conflict- and disaster-affected areas to urban centers and tourist destinations for the purpose of domestic work and commercial sexual exploitation.(30, 42) An increasing number of Filipino children are coerced into performing sex acts for live Internet broadcast to paying foreigners.(36, 43)

Child soldiering remains a concern among non-government militias and terrorist organizations, predominately in the southern region of Mindanao.(10, 44) In 2015, there were reports that the Bangsamoro Islamic Freedom Fighters, the New People's Army, and the Abu Sayyaf Group recruited and used children as both combatants and noncombatants. During the reporting period there were no reports of the recruitment or use of children by security forces of the state.(42)







Many Filipino children work as domestic workers, or *kasambahays*, and are particularly vulnerable to forced labor.(1, 28, 45) Child domestic workers often live and work in the private homes of their employers, where they are expected to work long hours; have limited access to education; and may be subjected to sexual, verbal, and physical abuse.(9, 30, 36, 45)

Although the law mandates free public education, many children are unable to attend school due to the prohibitive cost of books, uniforms, meals, and transportation.(1, 18, 46) During the reporting period, the UN confirmed incidents of military use of schools, armed forces operating near schools, and attacks on schools and their personnel, all leading to the disruption of classes, primarily in indigenous, conflict-affected communities.(44)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Philippines has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 139 of the Labor Code; Section 16 of the Act Instituting Policies for the Protection and Welfare of Domestic Workers (47, 48)
Minimum Age for Hazardous Work	Yes	18	Article 139 of the Labor Code (48)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Department Order 4 on Hazardous Work and Activities to Persons Below 18 Years of Age; Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act (49, 50)
Prohibition of Forced Labor	Yes		Section 4-5 of the Expanded Anti-Trafficking in Persons Act; Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act (51-52)
Prohibition of Child Trafficking	Yes		Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Sections 4-5 of the Expanded Anti-Trafficking in Persons Act; Article 4 of the: Special Protection of Children Against Abuse, Exploitation and Discrimination Act (50-52)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Article 3 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Section 4 of the Anti-Child Pornography Act; Section 4 of the Cybercrime Prevention Act (24, 50, 51, 53, 54)
Prohibition of Using Children in Illicit Activities	Yes		Section 12-D of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Articles 6 and 10 of the Special Protection of Children Against Abuse, Exploitation, and Discrimination Act; Sections 5 and 8 of the Comprehensive Dangerous Drugs Act (50, 51, 55)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes Non-combat: Yes	18 17	Section 5.A.4 of Memorandum Circular No. 13 on Selective Enlistment/Reenlistment of the Department of National Defense and the Armed Forces of the Philippines; 2003 Declaration on Ratifying the Optional Protocol (56-58)
Compulsory Education Age	Yes	18‡	Section 4 of the Enhanced Basic Education Act (18, 59)
Free Public Education	Yes		Section 2 of the Philippine Constitution (60)

* No conscription (56)

‡ Age calculated based on available information

In December 2015, pursuant to the Sugarcane Industry Development Act, the Sugar Regulatory Administration issued guidelines which stipulate that in order to participate in the Government's Block Farm program and receive resources, sugarcane farms must commit to implementing a farming system that is child labor free.(61, 62)

In 2015, the Department of Labor and Employment (DOLE) continued stakeholder consultations on the draft of a revised and expanded list of hazardous occupations and activities prohibited for children, which was adopted in February 2016.(63, 64)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor and Employment (DOLE), Bureau of Working Conditions	Enforce child labor laws; regularly train inspectors and regional personnel. Inspect establishments and monitor compliance with labor laws in all sectors, including in the informal sector and agricultural and mining operations.(3) Register DOLE enforcement activities using the Labor Law Compliance System Management Information System, a Web-based application that uses tablet computers for transmitting and processing real-time data collected from the field using an electronic checklist.(41)

Philippines

SIGNIFICANT ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Rescue the Child Laborers Quick Action Teams (<i>Sagip Batang Manggagawa – SBM QAT</i>)	Lead the regional mechanism for rescuing children who work in exploitative situations.(29) Detect, monitor, and respond to incidents of child labor using a cooperative, interagency approach involving DOLE, the Philippine National Police (PNP), the National Bureau of Investigation (NBI), the Department of Social Welfare and Development (DSWD), local representatives of government agencies, local NGOs, labor unions, and the business community.(3, 41)
Department of Social Welfare and Development (DSWD)	Rehabilitate and reintegrate child laborers.(19, 29) Coordinate regional Special Action Units, with at least one dedicated staff member per region to conduct rescue operations for child laborers and cooperate with social workers to manage ongoing cases. Maintain 16 Crisis Intervention Units and 30 residential facilities nationwide to address cases of child abuse and support child abuse victims, including children exploited in hazardous labor.(18)
Philippine National Police (PNP)	Investigate and prosecute cases related to the worst forms of child labor.(38, 65) The PNP's Women and Children's Protection Center leads the enforcement of laws on child trafficking and commercial sexual exploitation of children as well as other tasks related to the protection of children.(3)
National Bureau of Investigation (NBI)	Investigate and prosecute child labor cases.(38, 65) Operate a national Trafficking in Persons Task Force, as well as a Task Force on the Protection of Children from Exploitation and Abuse.(36, 66)
Philippine Drug Enforcement Agency	Enforce the Comprehensive Dangerous Drugs Act. Maintain a national hotline for reporting cases of children used in illicit activities.(19) Coordinate with the DSWD to assist during rescue operations.(3)

In April 2015, the National Police Commission issued Resolution 2014–441 to strengthen and restructure the Women and Children's Protection Center as a specialized unit under the Philippines National Police (PNP-WCPC). The PNP-WCPC's new mandate includes responsibility for all investigations and operations relating to human trafficking.(42, 67)

Labor Law Enforcement

In 2015, labor law enforcement agencies in the Philippines took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$4,050,000 (41)	\$706,480 (68)
Number of Labor Inspectors	462 (18)	536 (18, 69)
Inspectorate Authorized to Assess Penalties	No (18)	No (18)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (41)	Yes (18)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (41)	Yes (18)
Number of Labor Inspections	69,749 (41)	44,524† (68)
■ Number Conducted at Worksites	Unknown	Unknown (68)
■ Number Conducted by Desk Reviews	Unknown	Unknown (68)
Number of Child Labor Violations Found	Unknown (41)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (70)	Yes (68)
■ Routine Inspections Targeted	Yes (70)	Yes (70)
Unannounced Inspections Permitted	Yes (41)	Yes (18)
Unannounced Inspections Conducted	Yes (41)	Yes (18)
Complaint Mechanism Exists	Yes (41, 71)	Yes (18)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (41)	Yes (18)

† Data are from January 1, 2015 to November, 2015.

For the second year in a row, the DOLE Bureau of Working Conditions hired additional Labor Laws Compliance Officers (LLCOs), bringing the total number to 536.(18, 41) However, according to the ILO's recommendation of 1 inspector for every 15,000 workers in industrializing economies, the Philippines should employ roughly 2,783 labor inspectors in order to adequately

enforce labor laws throughout the country.(72-74) The Government noted that DOLE had limited funding for transportation, fuel, and other necessities to carry out inspections, particularly in the informal sector.(18) In 2015, 150 recently hired LLCOs received instruction during a 10-day basic course for new labor inspectors, which included an orientation on child labor issues. The DOLE Human Resource Development Service also conducts an ongoing series of capacity-building sessions for LLCOs on a variety of topics.(18) However, only LLCOs specifically involved in Rescue the Child Laborers Quick Action Teams (SBM QAT) regularly receive training on the enforcement of laws related to child labor.(18)

During the reporting period, DOLE identified 102 establishments with deficiencies in child labor law compliance, including employing children under the minimum age for work and engaging children in hazardous work.(18) Although DOLE does not have the authority to levy financial penalties for child labor law violations, from January to September 2015 DOLE ensured that five establishments found to be engaging six minors in commercial sexual exploitation were permanently closed; one establishment engaging two minors in hazardous work was temporarily closed.(18) SBM QATs conducted 10 rescue operations from January to September 2015 and removed 28 children from child labor in hazardous activities, including work on sugar plantations and in karaoke bars.(18) While the SBM QATs are permitted to conduct unannounced compliance visits in video karaoke bars, massage parlors, sauna/bath houses, and farms, they are not authorized to conduct visits in private homes to search for underage child domestic workers.(41)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the Philippines took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (68)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (41)	Yes (18)
Number of Investigations	610 (41, 63)	654† (18, 68)
Number of Violations Found	440 (41, 69)	159 (18, 69)
Number of Prosecutions Initiated	138 (41, 69)	102 (18, 69)
Number of Convictions	42 (41, 69)	40 (18, 69)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (41)	Yes (18)

† Data are from January 1, 2015 to November, 2015.

In 2015, the PNP-WCPC employed 4,316 personnel, assigned to 2,493 women and children's desks throughout the country. In addition, the Anti-Trafficking Division of the National Bureau of Investigation maintained 16 agents responsible for the investigation of human trafficking cases, with five additional investigators assigned to monitor international airports.(18) However, the limited number of law enforcement agents dedicated expressly to child trafficking and the commercial sexual exploitation of children continued to hinder the Government's ability to investigate and prosecute complaints and violations.(18, 41)

During the reporting period, the Government organized trainings to build the capacity of law enforcement officials to investigate and prosecute human trafficking cases, including child labor trafficking cases. The Inter-Agency Council Against Trafficking (IACAT) conducted 26 trainings with 1,056 government personnel, and the IACAT Task Forces conducted a total of 132 trainings for 2,637 government personnel and for 5,972 non-government participants.(18) The PNP-WCPC also provided training for 1,037 police officers on human trafficking and child labor laws.(18)

In 2015, the DSWD reported providing assistance to a total of 57 child victims of commercial sexual exploitation, including for prostitution, pornography, and cyber-pornography, and 26 children who had been involved in armed conflict.(18, 68) IACAT also operated the 24/7 Action line against Human Trafficking to receive and respond to requests for assistance and referrals from trafficking victims, their families, and the public.(3) In 2015, the hotline received 28 reports involving minors.(18) As some enforcement agencies do not disaggregate data on the number of investigations, violations, prosecutions, and convictions related to the worst forms of child labor by age, there are some gaps in information in these areas.(18)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Inter-Agency Council Against Trafficking (IACAT)	Coordinate, monitor, and oversee efforts to combat trafficking in persons, including child trafficking. Co-chaired by the Department of Justice and the DSWD, and work with other government agencies and two NGOs representing women and children.(3, 66) Composed of 24 anti-human trafficking task forces established in eight regions and seven interagency task forces in major seaports and airports.(3, 18, 41) In 2015, established five new anti-human trafficking task forces for a total of 24 nationwide.(18) Received a budget of \$1.69 million in 2015, a decrease from the \$2.3 million allocated in 2014.(18, 36)
Inter-Agency Council for the Welfare of Children (CWC)	Operate a monitoring and response system through its Subcommittee on Children Affected by Armed Conflict and Displacement to assist children engaged in armed conflict, including recruitment and use of child soldiers.(38)
Inter-Agency Committee on Children Involved in Armed Conflict	Advocate for protecting children and preventing the involvement of children in armed conflict. Composed of 14 government agencies and chaired by the CWC.(41) Coordinate and monitor the implementation of the Children in Armed Conflict Program Framework.(3) Convene on a bimonthly basis for reporting and monitoring.(41)
Inter-Agency Council Against Child Pornography	Monitor and implement the Anti-Child Pornography Act of 2009.(76) Chaired by the DSWD, with numerous members, including the Department of Justice, the Department of Labor and Employment, the NBI, and three NGO representatives.(68)

In 2015, several government agencies signed a Joint Memorandum Circular (JMC) on the Protocol on the Rescue and Rehabilitation of Abused *Kasambahay* (domestic workers). The JMC establishes guidelines for improved coordination between relevant agencies in the protection of abused or exploited domestic workers, including child domestic workers.(18, 77)

Although the National Child Labor Committee (NCLC) is responsible for coordinating government efforts to combat child labor, the committee does not have a clear legal mandate under Republic Act No. 9231 on the elimination of the worst forms of child labor and lacks a specific budgetary appropriation to fund its operations.(75) These factors limit the effectiveness of the NCLC in its role as the lead coordination mechanism on child labor policy and programming.(75)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Philippines has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Philippine Program Against Child Labor (PPACL) Strategic Framework (2007–2015)	Lays out a blueprint for reducing the prevalence of child labor by 75 percent.(29, 78, 79) Objectives include improving access for children and their families to appropriate services to help prevent incidences of child labor and to reintegrate former child laborers.(29, 80) Includes the Convergence Action Plan (HELP ME.: health, education, livelihood, prevention, protection and prosecution, monitoring, and evaluation), which aims to reduce the worst forms of child labor by 2016 and to remove 893,000 children from hazardous child labor across 15,568 target barangays (districts).(79, 81) Has been allocated \$220 million for implementation over 4 years.(81, 82) In August 2015, the NCLC began updating the PPACL for the period of 2016–2020.(83) In addition, the Government finalized a Joint Memorandum Circular (JMC) to provide policy guidance in the implementation of the HELP ME program.(18) Specifically, the JMC clarifies the target beneficiaries and geographical coverage of the program, defines the roles and responsibilities of the government agencies involved, establishes a framework for interagency collaboration, and specifies the requirements for reporting, monitoring, and evaluation.(84)
National Strategic Action Plan Against Trafficking in Persons (2012–2016)	Contains specific provisions on preventing trafficking of children, including raising awareness and creating local programs to prevent children from being lured by traffickers.(3, 19)
Inter-Agency Council Against Child Pornography Three-Year Strategic Plan†	Aims to eradicate child pornography in the Philippines by focusing efforts in five strategic areas: (1) advocacy and prevention; (2) law enforcement and prosecution; (3) protection, recovery, and reintegration; (4) research, monitoring, and management of information systems; and (5) partnerships and networking.(85)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Association of Southeast Asian Nations (ASEAN) Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) (2015) [†]	Establishes a regional anti-human trafficking framework among 10 ASEAN Member States, including the Philippines, to improve coordination on investigation and prosecution of trafficking in persons cases and to enhance assistance for victims. Unanimously adopted in June 2015, the Convention was signed by the relevant heads of state on November 21, 2015.(86, 87)
Medium-Term Philippine Development Plan (2011–2016)	Aims to strengthen monitoring mechanisms for child protection laws, develop strategies for responding to child trafficking and pornography concerns, and implement an enhanced program for preventing the engagement of children in armed conflict.(19)
Philippine Labor and Employment Plan (2011–2016)	Operates within the framework of the Medium-Term Philippine Development Plan and includes the goal of reducing exploitive child labor.(3, 19, 88)
National Strategic Framework for Plan Development for Children (Child 21) (2000–2025)	Sets out broad goals for national government agencies, local governments, and NGOs to achieve improved quality of life for Filipino children by 2025.(29, 66, 89) Addresses concerns related to the worst forms of child labor under the section on children in need of special protection.(18)
National Plan of Action for Children (2011–2016)	Serves as an agenda for implementation of Child 21.(66) Child labor elimination and prevention strategies are mainstreamed throughout the document, particularly in goal two on child protection, which specifies that children should be free from violence, abuse, neglect, and exploitation.(18)
UNDAF for the Pacific Region (2012–2018)	Identifies major development priorities, including reducing and eliminating child labor.(90)

[†] Policy was approved during the reporting period.

In 2015, the Department of Education developed a draft policy on child labor, which establishes a system to identify and refer in-school child laborers to appropriate service providers through the Government's HELP ME Convergence Program. Currently, the draft policy is awaiting stakeholder validation and finalization.(83)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the Philippines funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Labor Prevention and Elimination Program [†]	DOLE program that implements local awareness-raising campaigns, institutes child labor-monitoring mechanisms, and requires <i>barangays</i> to develop child labor elimination plans.(91)
Campaign for Child-Labor Free <i>Barangays</i> [†]	DOLE program to eliminate child labor in villages through community awareness-raising on child labor and anti-human trafficking laws, and through government livelihood programs and guidelines.(3, 31, 92) Between January and November 2015, DOLE declared 106 <i>barangays</i> child labor-free, bringing the total number to 159 since 2014.(93) DOLE regional offices awarded Child Labor-Free Establishment Certificates to 58 establishments, bringing the total number of certified establishments up to 163 nationwide.(93)
Livelihood for Parents of Child Laborers (<i>Kasama</i> Program) [†]	DOLE program that provides livelihood assistance to parents, guardians or other family members of child laborers. (65, 92, 93) In 2015, 5,084 parents received services. (94)
Project Angel Tree [†]	DOLE program that distributes donated shoes, school bags, and other supplies to children at risk of, or engaged in, child labor.(29, 65, 92) In 2015, a total of 2,905 child laborers or children at risk for child labor received supplies.(94)
Convening Stakeholders to Develop and Implement Strategies to Reduce Child Labor and Improve Working Conditions in Artisanal and Small-Scale Gold Mining (COSTREC-ASGM) (2015–2019)*	\$5 million USDOL-funded, 3.5-year project implemented by the ILO that aims to support efforts to reduce child labor and improve working conditions in artisanal and small-scale gold mining (ASGM) in Ghana and the Philippines. The project supports efforts to (1) implement laws, policies, and action plans to address child labor and working conditions in ASGM; (2) increase access of ASGM communities to livelihood and social protection programs; and (3) develop tools to increase transparency and monitoring of child labor and working conditions in gold mining supply chains.(95)
Recovery and Reintegration Program for Trafficked Persons [†]	DSWD and IACAT program that provides recovery and reintegration services to victims of human trafficking and raises awareness in vulnerable communities.(42) Includes the National Referral System, which strengthens coordination among agencies providing services to human trafficking victims through the use of standard referral and reporting forms.(42) There are 149 referral networks established in 16 regions.(41) In 2015, received a budget of \$483,662.(18)

Philippines

SIGNIFICANT ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Special Social Services for Children in Armed Conflict†	DSWD program that provides special services to protect and rehabilitate children after direct or indirect involvement in armed conflict.(96) Includes services such as emergency evacuation and rescue; family reunification; provision of food, clothing, and shelter; and psychosocial rehabilitation.(65)
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor, improve the evidence base on child labor and forced labor through data collection and research, and strengthen legal protections and social services delivery for child domestic workers in the Philippines.(97) In 2015, organized a workshop to discuss adoption of the Roadmap to Eliminate Child Labor in Domestic Work in the Philippines.(64, 98) The Roadmap has been submitted to the National Child Labor Committee for endorsement.(98, 99)
Country Level Engagement and Assistance to Reduce (CLEAR) Child Labor	USDOL-funded capacity building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards, improve monitoring and enforcement of laws and policies related to child labor, implement a National Action Plan on the elimination of child labor, and enhance the implementation of national and local policies and programs aimed at the reduction and prevention of child labor in the Philippines.(83) In 2015, facilitated the finalization of the Case Flow Management Protocol, a comprehensive plan detailing the management process for dealing with child labor cases, from identification and reporting, to prosecution of criminal actions and imposition of administrative sanctions. Currently, the National Child Labor Committee has approved the Protocol and the official adoption process is underway.(76, 83)
Philippines ABK3 LEAP—Livelihoods, Education, Advocacy, and Protection to Reduce Child Labor in Sugarcane (2011–2016)	\$16.5 million USDOL-funded, 4-year and 11-month project implemented by World Vision to reduce child labor in sugar-producing areas in 11 provinces of the Philippines.(100) Seeks to provide education services to 54,000 children engaged in, or at risk of engaging in, the worst forms of child labor, and to provide livelihood assistance to 28,090 households of targeted children. Engages the sugar industry in raising awareness of child labor among sugar workers and their families.(100, 101) In 2015, supported 45 <i>barangays</i> to pass and approve policies aimed at reducing child labor.(97)
Social Amelioration Program (SAP)†	DOLE, National Tripartite Council, and Sugar Industry program that provides a cash bonus to sugar workers and funds social protection, livelihood, and education programs for sugar workers and their families through a tax imposed on refined sugar.(102, 103) In 2015, the Sugar Industry Foundation Incorporated conducted a study analyzing the implementation and replicability of SAP. Recommendations for policy makers and industry leaders include raising awareness about SAP in order to reach more beneficiaries and revisiting the legal mandate for the program to ensure that the amount of money distributed to sugar workers is sufficient to meet their present needs.(104)
Conditional Cash Transfer Program (<i>Pantawid Pamilyang Pilipino</i>)†	DSWD and Local Government Unit social assistance and development program that provides conditional grants to poor families with children to improve their access to health care, adequate nutrition, and education.(91, 105, 106) Covers 1,627 cities and municipalities in 79 provinces and all 17 regions.(41) Targets households of child laborers and includes a condition prohibiting hazardous child labor as a program requirement.(82, 107) In 2015, more than 300,000 beneficiaries graduated from high school.(108) Program budget for 2015 was \$1.31 billion, targeted to provide grants to 4.4 million households.(68)
Alternative Learning System Program†	Department of Education program that offers non-formal education to out-of-school children, including child laborers, as well as opportunities to attain a certificate of education equivalency.(46, 109) Has limited resources, represents approximately 1 percent of the Department of Education's budget, and has only 1 teacher for every 24 communities, so it cannot reach many out-of-school youth.(46, 68, 92)

* Program was launched during the reporting period.

† Program is funded by the Government of the Philippines.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Philippines (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize the labor inspectorate to assess penalties.	2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor and resources available in order to provide adequate coverage of the workforce.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize SBM QATs to conduct compliance visits in private homes to search for underage child domestic workers.	2014 – 2015
	Make information publicly available on the number of labor inspections conducted at worksites, the number conducted by desk review, and the number of child labor law violations found; and ensure that the total number of criminal investigations, violations, prosecutions, and convictions related to the worst forms of child labor are disaggregated by age.	2015
	Dedicate law enforcement agents to child trafficking and commercial sexual exploitation of children issues so they may effectively investigate and prosecute those issues.	2013 – 2015
Coordination	Ensure that the National Child Labor Committee has the legal mandate and resources necessary to effectively coordinate national efforts to combat child labor, including its worst forms.	2015
Social Programs	Ensure that all children are able to safely access and attend school and do not face prohibitive costs for education-related expenses.	2010 – 2015
	Provide necessary resources to help more out-of-school youth access the Alternative Learning System program so they can complete their basic education.	2011 – 2015

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is sufficient but in many countries the available data sources are weak. The number of inspectors per worker is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.

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Rwanda

MODERATE ADVANCEMENT

In 2015, Rwanda made a moderate advancement in efforts to eliminate the worst forms of child labor. During the year, the Ministry of Public Service and Labor officials developed district-level regulations that identify priority sectors in which children are at-risk of child labor and provided guidelines to help labor inspectors carry out their work in enforcing child labor laws. The district-level child labor committees implemented the National Steering Committee on Child Labor policies that outlined strategies to address child labor. In addition, the Ministry of Public Service and Labor revised its interpretation of Labor Law No 13/2009 to permit labor inspectors to conduct inspections outside of normal business hours. However, children in Rwanda are engaged in the worst forms of child labor, including in domestic work and commercial sexual exploitation, sometimes as a result of human trafficking. Gaps exist in the Government's enforcement of laws on child labor, and there are no social programs specifically targeting children engaged in domestic work.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Rwanda are engaged in the worst forms of child labor, including in domestic work and commercial sexual exploitation, sometimes as a result of human trafficking.(1, 2) Table 1 provides key indicators on children's work and education in Rwanda.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.4 (118,385)
Attending School (%)	5-14 yrs.	85.8
Combining Work and School (%)	7-14 yrs.	4.0
Primary Completion Rate (%)		66.6

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Integrated Households Living Conditions Survey, 2010.(4)

Data on working children, school attendance, and children combining work and school are not comparable with data published in the previous version of this report because of differences between surveys used to collect the data.

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including carrying heavy loads, applying pesticides and fertilizers (5, 6)
	Production of sugarcane,* bananas,* and tea (5, 7-9)
	Planting and harvesting cabbage,* coffee,* manioc,* peas,* pineapple,* potatoes,* sweet potatoes,* corn,* beans,* sorghum,* pyrethrum,* and rice* (5, 6, 10)
	Herding cattle* and caring for sheep,* goats,* rabbit,* chicken,* and pigs* (6, 11)
	Producing charcoal* (12)
	Fishing,*activities unknown(13)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Construction,*† activities unknown (8, 9)
	Digging pit latrines* (14)
	Making bricks*† (12, 14)
	Mining† coltan* (15, 16)
Services	Domestic work† (1, 9, 17)
	Street work, including collecting scrap metal†, lifting and carrying heavy loads, portering, and vending (8, 18-20)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (2, 17, 21-23)
	Agricultural labor and domestic work sometimes as a result of human trafficking (2, 17, 24, 25)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Children are trafficked internally in Rwanda for domestic work and commercial sexual exploitation.(2, 17) Rwandan children in East Africa, South Africa, the United Arab Emirates (UAE), Malaysia, China, the United States, and Europe are exploited in domestic work, commercial sexual exploitation, and forced labor in the agricultural and industrial sectors.(2)

Education is free and compulsory; but, in practice, the costs of uniforms, school supplies, and unofficial school fees may preclude some families from sending their children to school.(1, 19, 26-28)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Rwanda has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 4 of the Labor Law (29)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Labor Law (29)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 4–6 of Ministerial Order (2010-06); Kigali City Guidelines (2012-02); Mimuri sector child labor guidelines for sugar and rice production (30-32)
Prohibition of Forced Labor	Yes		Articles 8 and 72 of the Labor Law; Article 178 of the Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (27, 29, 33)
Prohibition of Child Trafficking	Yes		Article 72 of the Labor Law; Article 28 of the Law on Prevention and Punishment of Gender-Based Violence; Articles 225, 251, 258–261 of the Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (27, 29, 33, 34)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 72 of the Labor Law; Articles 190, 211, 260 Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (27, 29, 33)
Prohibition of Using Children in Illicit Activities	Yes		Article 72 of the Labor Law; Article 220 of the Organic Law Instituting the Penal Code; Article 51 of the Law Relating to the Rights and Protection of the Child (27, 29, 33)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Presidential Order 155/01; Presidential Order 72/01; Article 50 of the Law Relating to the Rights and Protection of the Child (27, 35)
Compulsory Education Age	Yes	16	Article 47 of the Law Relating to the Rights and Protection of the Child (27)
Free Public Education	Yes		Article 47 of the Law Relating to the Rights and Protection of the Child; Twelve Years Basic Education (12YBE) policy (27, 28)

*No conscription (17, 27, 35)

Children working in non-contractual employment do not have the same protections under child labor laws and regulations as children working in contractual employment.(29, 36, 37) During the year, the Ministry of Justice led the Inter- Ministerial Steering Committee on Child Labor and the Ministry of Public Service and Labor (MIFOTRA) in a review of the child labor provisions in Rwanda's 2012 Penal Code with the aim of strengthening penalties for exploitative child labor and trafficking in persons. The penalties are expected to be presented to Parliament in 2016.(1) MIFOTRA also reported developing district-level regulations for labor inspectors that specifically identified priority sectors where children are at risk of engaging in child labor. These draft regulations were not made publicly available.(1) The Kigali City Security Council likewise developed guidelines on child labor.(31) These guidelines prohibit the employment of children in Kigali City as domestic servants, street beggars, porters, bar attendants, hairdressers, and dancers in clubs. It also prohibits using children in pornographic productions, to sell drugs, and to replace their parents in paid employment.(31) These guidelines also require local authorities to raise awareness of child labor and calls for a census at the local cell administrative level to estimate the prevalence of child domestic workers.(31)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Public Service and Labor (MIFOTRA)	Enforce labor laws, including laws on child labor.(10, 38-40)
Rwandan National Police (RNP)	Enforce criminal laws related to the worst forms of child labor and operate a free hotline to report incidents of gender-based violence and child abuse, including child labor.(10, 13, 41) The RNP also operates an Anti-Trafficking Unit to combat the worst forms of child labor, such as child trafficking.(1)
Child Protection Unit	Investigate cases of child abuse, including the use of children in commercial sexual exploitation. Operates under the Commission for Criminal Investigations of the RNP.(10, 42, 43)
National Public Prosecution Authority (NPPA)	Prosecute violations of labor laws, including laws on child labor.(10, 38-40)
Directorate for Anti-Gender-Based Violence	Assist victims of the worst forms of child labor through anti-gender-based violence officers. Operates under the RNP, at each of the 78 police stations in Rwanda.(8)
Directorate General of Immigration and Emigration	Receive referrals for trafficking cases and employ an anti-trafficking specialist.(13) Verify that children transported across the border are traveling with the permission of their parents or guardians. Train border and immigration officials to identify potential trafficking victims. (10, 44)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Rwanda took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$527,800†(19)	\$690,600‡(19)
Number of Labor Inspectors	30 (19)	35(1)
Inspectorate Authorized to Assess Penalties	Yes (1)	Yes (1)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (19)	Yes (1)
■ Training on New Laws Related to Child Labor	Yes (19)	Yes (1)
■ Refresher Courses Provided	Yes (19)	Yes (1)
Number of Labor Inspections	Unknown*(19)	Unknown*(1)
■ Number Conducted at Worksite	Unknown*(19)	Unknown*(1)
■ Number Conducted by Desk Reviews	Unknown*(19)	Unknown*(1)
Number of Child Labor Violations Found	Unknown*(19)	Unknown*(1)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown*(19)	Unknown*(1)
■ Number of Penalties Imposed That Were Collected	Unknown*(19)	Unknown*(1)
Routine Inspections Conducted	Unknown*(19)	Yes (1)
■ Routine Inspections Targeted	Unknown*(19)	Yes (1)
Unannounced Inspections Permitted	Yes (19)	Yes (1)
Unannounced Inspections Conducted	Yes (19)	Yes (1)
Complaint Mechanism Exists	Yes (19)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (19)	Yes (1)

* The Government does not make this information publicly available.

† Data are from January 1, 2014 to December 31, 2014

‡ Data are from January 1, 2015 to December 31, 2015

In 2015, MIFOTRA revised its interpretation of Labor Law No 13/2009 to comply with ILO. C. 81 by permitting labor inspectors to conduct inspections outside of normal business hours. The new interpretation of this law allowed labor inspectors to conduct inspections by pre-notification to employers, or by conducting surprise unannounced visits, or by calling employers into the district offices.(1) According to MIFOTRA, the number of labor inspectors was inadequate to monitor and enforce child labor laws, but MIFOTRA had adequate transportation to carry out labor inspections During the year, the MIFOTRA received training by the ILO that focused on the laws of Rwanda and its commitment to international conventions such as ILO. C. 138 on child labor and ILO. C. 182 on the worst forms of child labor. (1)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Rwanda took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (19)	Yes (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (19)	Yes (1)
■ Refresher Courses Provided	Yes (19)	Yes (1)
Number of Investigations	Unknown (19)	Unknown* (1)
Number of Violations Found	Unknown (19)	Unknown* (1)
Number of Prosecutions Initiated	Unknown (19)	Unknown* (1)
Number of Convictions	Unknown (19)	Unknown* (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (19)	Yes (1)

* The Government does not make this information publicly available.

The Rwandan National Police (RNP) operates an anti-trafficking unit within the force's Interpol directorate in the RNP. The unit is staffed with 15 full-time officers.(8, 17, 19, 45). The RNP has expanded police training on child sexual exploitation, gender based violence, and trafficking in the past year. With support from Interpol, the RNP has placed officers at the Kigali International Airport and 13 land border crossings who are trained in identifying and combatting trafficking in persons.(8, 46)

Rwanda

MODERATE ADVANCEMENT

The Government continued to operate and expand its network from 15 to 21 “One-Stop” centers in hospitals and district capitals for victims of gender-based violence and human trafficking, including individuals who have experienced child domestic work, commercial sexual exploitation, and forced labor. These centers provide medical care, counseling, legal aid, short-term shelter, and access to police services.(17) In villages, citizens can report instances of child labor to the RNP or to a local volunteer officer in charge of social affairs. If the officer cannot resolve the problem, it may be referred to the village leader, who in turn may contact the RNP. (13) Although the RNP operates a free hotline staffed by social workers to report incidences of gender-based violence and child abuse, including child labor, it is unknown how many of these complaints were related to child labor.(13, 17, 41)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Inter-Ministerial Steering Committee on Child Labor	Coordinate government efforts related to the worst forms of child labor, review child labor laws, advocate for the inclusion of child labor policies in national development plans, oversee the implementation of child labor interventions, and conduct field visits to assess the prevalence of child labor and to raise awareness of child labor. Meets quarterly and includes representatives from MIFOTRA; the Ministry of Youth; the Ministry of Education (MINEDUC); the Ministry of Gender and Family Promotion (MIGEPROF); the Ministry of Local Government (MINILOC); the Ministry of Sports and Culture; the RNP; the National Human Rights Commission; the Rwanda Demobilization and Reintegration Commission (RDRC); trade unions; the ILO; UNICEF; the Private Sector Federation; and Winrock International.(8, 46, 47)
National Consultative Forum on Human Trafficking, Drug Abuse, and Gender-Based Violence	Enable national-level discussion of and coordination of efforts to address human trafficking. Chaired annually by the First Lady of Rwanda and included parliamentarians; representatives of MIGEPROF, the Ministry of Justice (MINIJUST), MINEDUC, and the RNP; NPPA prosecutors; NGOs; and faith-based and civil society leaders. MIGEPROF was selected to coordinate implementation of the plan.(17)
National Commission for Children (NCC)	Monitor, promote, and advocate for children's rights; develop action plans to protect children from abuse and exploitation. Overseen by MIGEPROF and supported by a board of directors and an advisory council of 14 institutions.(8, 48, 49)
Inter-Ministerial Committee on Child Rights	Coordinate and assess the progress of the Integrated Child Rights Policy (ICRP) and Strategic Plan in Rwanda. Mandated to meet at least once a year. Includes members from MIGEPROF, the Ministry of Health, MINEDUC, MINILOC, MINIJUST, and the Ministry of Finance and Economic Planning.(8, 10, 35)
National Commission on Orphans and Vulnerable Children	Monitor and protect orphans and vulnerable children in Rwanda. Composed of the NCC, MIFOTRA, MIGEPROF, and UNICEF.(10, 44, 50)
Child Labor Committees	Monitor incidents of child labor nationwide, through 149 local committees.(8, 46) In the case of Gender-Based Violence Committees, operate at the district level. In the case of Child Protection Committees, identify and report cases of child rights violations at the district, sector, and cell levels. (51, 52) During the year, a child labor committee was formed in each of the 30 districts. The district-level committees implemented policies developed by the Inter-Ministerial Steering Committee on Child Labor on combatting child labor. The district-level committees also coordinated district labor inspectors, police, and social services officers in conducting inspections, enforcing labor laws, and providing social services to child labor victims.(1)
Friends of the Family (<i>Incuti Z'Umuryango</i>) Committees	Support child welfare and protection, combat child labor, and counter trafficking in persons through the creation of the national-to-village level reporting and social assistance structure. (17, 19)
Kigali City Council Task Force	Coordinate activities to combat child labor in the districts of Gasabo, Kicukiro, and Nyarugenge.(15, 52, 53)

The USDOL-funded REACH-T project implemented by Winrock, in collaboration with the MIFOTRA, established a Roundtable on the Elimination of Child Labor for Sustainable Tea Forum (REST) at the district and national level, which includes officers from tea factories and cooperatives, education officers, labor inspectors, and social service officers. REST met on a quarterly basis to discuss advancing policy and programs related to child labor in the tea sector.(1)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Rwanda has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Policy for the Elimination of Child Labor (2013) and 5-Year Action Plan to Combat Child Labor	Aims to prevent at-risk children from entering exploitative child labor; withdraws children engaged in exploitative labor through the provision of education; rehabilitates former child laborers through counseling, life skills training, and medical care; raises community awareness on child labor; and establishes monitoring and evaluation mechanisms on child labor. Government committed more than \$4.2 million to implement activities listed in the Policy and Plan.(10, 54-56)
Integrated Child Rights Policy and Strategic Plan (2011–2016)	Addresses all children's issues, including child labor. Guided by principles that deem abuse, exploitation, and violence against children intolerable, and that emphasize accountability of the Government and caretakers for the well-being of children.(35, 57) In the case of the ICRP, prohibits child labor, and in the case of the Strategic Plan, provides \$9,000 to MIFOTRA to develop time bound programs to eliminate child labor.(35, 57)
National Policy Against Gender-Based Violence (2011–2016)	Recognizes that orphans and vulnerable children, including child laborers, are at increased risk of gender-based violence, and outlines measures to provide assistance to such groups. Implemented by the Gender-Based Violence Technical Working Committee under MIGEPROF. (58, 59)
National Employment Policy (2007)	Includes a set of integrated strategies for employment promotion and generation. Provides for youth employment programs, which include child labor issues.(47, 60)
Vision 2020 (2000)*	Aims to transform agriculture into a productive, market-oriented, and high- value sector. Calls for the protection of children and provides educational opportunities to children who drop out of secondary school.(13, 61)
National Social Protection Strategy (2011)*	Defines social protection and outlines social development activities to assist poor households, such as providing vulnerable children with grants and free education.(62)
National Youth Policy (2005)	Seeks to address concerns facing youth, including economic exploitation and education.(13, 63)
Economic Development and Poverty Reduction Strategy (2013–2018)	Describes the social policies and programs necessary to promote growth and reduce poverty. Supports access to education and seeks to eliminate child labor.(64)
National TVET Policy (2008)*	Aims to establish a well-trained and adaptable workforce and provides educational alternatives to children who have dropped out of school.(65)
UNDAF Rwanda (2013–2018)	Enhances government efforts to protect children from exploitation.(66)
Trafficking in Persons Action Plan	Aims to improve government efforts to combat human trafficking through awareness raising, research, poverty reduction strategies, improved service provision, enforcement, and collaboration. Developed by the Consultative Forum on Human Trafficking, Drug Abuse, and Gender-Based Violence.(17, 67)
12YBE Policy*	Provides free education for 12 years and aims to improve access to education by hiring new teachers and building schools.(28)
Education Sector Strategic Plan (2013/14–2017/18)	Aims to increase access to primary education, enhance quality of education and training for children, and ensure that trainings are correlated to meet labor market demands.(68)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

During the year, the ILO produced a report, “Mainstreaming Child Labor Concerns Into Social Protection Planning and Programming: an Assessment of the Opportunities of Rwanda” that assessed the impact of the Government’s social programs such as cash transfers to impoverished households and subsidized medical insurance on the prevalence of child labor. The report indicated that the social programs had a positive impact but further research was needed to quantify the results.(1) It is unclear how the Integrated Child Rights Policy (ICRP) and its Strategic Plan are coordinated with the National Policy for the Elimination of Child Labor and the 5-Year Action Plan to Combat Child Labor. In addition, current budget allocations may not be sufficient for the full implementation of the ICRP.(58)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Rwanda funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. The Government has other programs that may have an impact on child labor, including its worst forms (Table 10).

Rwanda

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor

Program	Description
Rwanda Demobilization and Reintegration Commission (RDRC) Child Rehabilitation Program and Center	RDRC-operated center in the Musanze District of the Northern Province for former child combatants returning from the Democratic Republic of the Congo that raises awareness of child soldier issues and provides a 3-month course to former child soldiers, which includes counseling, education, recreational activities, and vocational training.(8, 12, 35, 45).
Rwanda Education Alternatives for Children in Tea-Growing Areas (2013–2017)	\$5 million, USDOL-funded, , 4-year project implemented by Winrock International targets 4,090 children engaged in or at risk of entering exploitative child labor in Rwanda with a focus on the tea sector, and 1,320 vulnerable households for sustainable livelihoods promotion. With support from MIFOTRA, aims to train labor inspectors on child labor issues and develop and eventually operate a mobile-phone child labor monitoring system.(69) In February 2015, Winrock International and MIFOTRA launched a Child Labor Monitoring System (CLMS) in 12 districts that gave citizens a mechanism to report child labor violations. During the year, 88 Community Activists were trained on how to use the CLMS.(1) The CLMS recorded 346 cases of suspected child labor and these cases were referred to MIFOTRA and district social services for intervention.(1)
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the Government and develop strategic policies to address the elimination of child labor in Rwanda.(70)
Youth and Workforce Development (Advancing Youth Project)	USAID funded program support training youth ages 14 and above to develop skills to find jobs. The program also connects graduates to internship and employment opportunities.(71)
Child Labor Awareness Raising†	MIFOTRA program to raise public awareness of the worst forms of child labor through radio shows, television announcements, and skits. Also implements awareness-raising campaigns to combat commercial sexual exploitation and trafficking in persons.(8, 17)
Friends of the Family (<i>Incuti Z'Umuryango</i>) Program	Government social assistance and reporting program that supports child welfare and combats child trafficking and child labor. Trains volunteers to provide social services to families and children, as well as connect at-risk families to government support programs, while reporting children at risk for trafficking or forced labor to district governments and the RNP. Intended to identify child domestic workers and those subjected to other forms of forced labor. Establishing monitoring committees at the village, cell, sector, district, and national levels.(17) During the year, provided training to over 6,000 community volunteers to identify children at risk of trafficking or forced child labor in 10 of the 30 districts. Each volunteer was given a cell phone to report any suspected cases of trafficking to the MIGEPROF.(7)
Positive Parenting to Combat Trafficking in Persons and Drug Abuse†	MIGEPROF campaign that partners with churches and civil society organizations to teach parents and community leaders to recognize risk factors for human trafficking and to report identified victims.(17)
Eastern Africa Police Chiefs Cooperation Organization (EAPCCO)	Government program to combat human trafficking by collaborating with 11 East African countries to foster regional cooperation and build the capacity of East African law enforcement authorities.(73, 74)
Vision 2020 Umurenge Program†	Government cash and in-kind transfer program for child-headed households and street children.(10, 62, 75, 76)
Gitagata Centert	Government-operated center for former street children in the Bugesera District that provided education support, vocational training, and psychosocial counseling to street children, and when able to do so, reunites them with their families.(8, 77)
One Cup of Milk per Child Program	EU-funded school feeding program that provides milk to children in nursery and primary schools.(50, 78, 79)

† Program is funded by the Government of Rwanda.

Although Rwanda has programs that targets child labor, the scope of these programs is insufficient to fully address the extent of the problem of child labor in domestic work and agriculture.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms in Rwanda (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that relevant child labor laws and regulations apply equally to children working in non-contractual and contractual employment.	2009 – 2015
Enforcement	Ensure that labor law enforcement personnel have sufficient human and financial resources to enforce child labor laws.	2009 – 2015
	Make information publicly available on the number of labor inspections, violations, and penalties pertaining to child labor.	2009 – 2015
	Make information publicly available on the number of criminal investigations, violations, prosecutions and convictions related to the worst forms of child labor.	2015
	Disaggregate the number of complaints that relate to child labor to the police hotline.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into Vision 2020, the National Social Protection Strategy, 12YBE Policy, and National TVET Policy.	2011 – 2015
	Allocate funds for the ICRP to ensure its implementation.	2013 – 2015
Social Programs	Conduct research to determine the activities carried out by children working in construction and fishing to inform policies and programs.	2013 – 2015
	Ensure that school costs, such as uniforms, school supplies, and unofficial school fees do not diminish the impact of the 12-year education policy.	2010 – 2015
	Expand existing programs to address the scope of the child labor problem in domestic work and agriculture.	2015

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In 2015, Saint Lucia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government drafted a National Action Plan to address human trafficking, developed standard operating procedures for the National Inter-Agency Task Force, and funded human trafficking training workshops for enforcement and NGO officials. However, although research is limited, children in Saint Lucia are engaged in child labor in agriculture and in the worst forms of child labor in commercial sexual exploitation. Saint Lucia also continues to face legislative gaps. The law does not fully protect children from illicit activities.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children are engaged in child labor in agriculture and the worst forms of child labor in commercial sexual exploitation in Saint Lucia.(1, 2) Table 1 provides key indicators on children's work and education in Saint Lucia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	7.5 (2,017)
Attending School (%)	5-14 yrs.	99.7
Combining Work and School (%)	7-14 yrs.	8.2
Primary Completion Rate (%)		107.6

Source for primary completion rate: Data from 2007, published by UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2012.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* including harvesting bananas* (5, 6)
Services	Street vending,* including selling food and handicrafts in markets* (2, 7)
	Washing cars* (2)
	Domestic work* (7, 8)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* (9, 10)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Limited evidence indicates that children sometimes engage in commercial sexual exploitation with the knowledge or encouragement of parents in situations of financial need.(11) Saint Lucia lacks current data on the prevalence of child labor, including its worst forms.(12)



II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Saint Lucia has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 122 of the Labor Code (13, 14)
Minimum Age for Hazardous Work	Yes	18	Articles 2 and 23 of the Employees (Occupational Health and Safety) Act (15)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 23 of the Employees (Occupational Health and Safety) Act (15)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Article 6 of the Labor Code (13, 16)
Prohibition of Child Trafficking	Yes		Article 5 of Counter-Trafficking Act No. 7 (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 126, 127, 129, and 141 of the Criminal Code; Articles 2 and 5 of Counter-Trafficking Act No. 7 (17, 18)
Prohibition of Using Children in Illicit Activities	No		Articles 141 and 560 of the Criminal Code (18)
Minimum Age for Compulsory Military Recruitment	N/A*†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	15	Article 27 of the Education Act (19)
Free Public Education	Yes		Article 16 of the Education Act (19)

* No conscription (20)

† No standing military (20)

Article 23 of the Employees (Occupational Health and Safety) Act prohibits the employment of persons under age 18 in industrial undertakings, which may include working with machinery and in extreme temperatures. While this Act permits young persons between the ages of 16 and 18 to engage in industrial undertakings if they are supervised as part of an apprenticeship or vocational training program, it does not specify the procedures required for protecting the health, safety and morals of children engaged in these activities. (15) This provision may expose these children to hazardous work. In addition, although the Criminal Code prohibits the use of children in some illicit activities, including commercial sexual exploitation and street work, the use of children for the production and trafficking of drugs is not criminally prohibited.(18)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Education, Human Resource Development, and Labor	Enforce laws on child labor, in part through labor inspections conducted by its Department of Labor.(5, 12, 21)
Royal Saint Lucia Police Force	Enforce criminal laws related to the worst forms of child labor. The Vulnerable Persons Unit investigates cases of child labor, abuse, and neglect, and work in collaboration with the Division of Human Services.(7, 22, 23) Use a specific manual for the investigation of crimes related to children.(5)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Saint Lucia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

	2014	2015
Labor Inspectorate Funding	Unknown* (2)	Unknown* (7)
Number of Labor Inspectors	7 (2)	9 (7)
Inspectorate Authorized to Assess Penalties	No (24)	No (24)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (24)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (2)	No (7)
Number of Labor Inspections	Unknown	300 (24)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (2)	0 (7)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (2)	N/A (7)
■ Number of Penalties Imposed That Were Collected	N/A	N/A (7)
Routine Inspections Conducted	Yes (2)	Yes (7)
■ Routine Inspections Targeted	No (2)	No (7)
Unannounced Inspections Permitted	Yes (2)	Yes (7)
Unannounced Inspections Conducted	Yes (2)	Yes (7)
Complaint Mechanism Exists	Yes (2)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (7)

*The Government does not make this information publicly available.

Government sources report that funding for the Labor Inspectorate is inadequate.(7)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Saint Lucia took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (24)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (2)	Yes (11)
Number of Investigations	Unknown	0 (11)
Number of Violations Found	0 (2)	0 (11)
Number of Prosecutions Initiated	0 (2)	0 (11)
Number of Convictions	0 (2)	0 (11)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (11)

In 2015, the Government developed four referral mechanisms to guide law enforcement officials in transferring human trafficking victims to care facilities. One of the mechanisms specifies the referral process for child trafficking victims.(11) During the reporting period, the Government provided training to police officers on providing assistance to human trafficking victims.(11)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Ministry of Health, Wellness, Human Services, and Gender Relations	Coordinate investigations of child labor cases and ensure the use of established protocols in collaboration with the Royal Saint Lucia Police Force.(5)
Trafficking in Persons Task Force	Coordinate the identification and referral of human trafficking cases among law enforcement, social service, and immigration officials pursuant to the Counter-Trafficking Act. Comprised of public servants, police, and victim services NGOs.(5, 17) In 2015, drafted the Basic Guiding Principles for Counter-Human Trafficking Efforts of the National Inter-Agency Task Force, a standard operating procedures and terms of reference guide.(11) Also worked to develop a National Plan of Action to Combat Human Trafficking with the participation of the IOM.(9)
Office of Gender Relations	Provide referrals to trafficking victims for health and legal services.(9)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Saint Lucia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Social Protection Policy (2014-2024)*†	Establishes a social protection system, which includes social security, by consolidating the Social Safety Net programs. The Ministry of Social Transformation in the Secretariat and Ministry of Finance, Economic Affairs, and Social Security is responsible for financial coordination; Parliament provides oversight.(7, 25) Child protection policies are incorporated into poverty reduction concepts and promote access to education. In 2015, the plan was finalized with assistance from UNICEF and UN Women.(7, 25)
ILO Decent Work Country Program for Saint Lucia (2010–2015)*	Promoted economic development and legislative strengthening in Saint Lucia that is consistent with international labor standards, including those on child labor.(26)

*Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the IOM and the Trafficking in Persons Task Force drafted a National Plan of Action to Combat Human Trafficking, which was submitted to the Cabinet and is pending approval.(11)

There are no policies that address the worst forms of child labor, including the commercial sexual exploitation of children.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Saint Lucia funded programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
St. Lucia Social Development Fund†	Education program that foster school attendance by providing a book bursaries, school meals, and transit subsidies at most secondary schools.(7)
Community Empowerment's Community After School Program†	Afterschool program that aims to improve academic performance and maintain school attendance among underprivileged children ages 8–16 by assisting with homework and various recreational activities.(2, 7, 22)
Upton Garden Girls Center†	Center that provides education, training, and self-development services to adolescent girls.(7)
Center for Adolescent Renewal and Education†	Center that provides second-chance education, training, and self-development services to adolescents.(7)
Programs to Assist Trafficking Victims†	Government-funded programs to assist human trafficking victims and provide shelter for trafficking victims, including male children.(10) In 2015, the Government provided \$162,800 to procure care for victims of human trafficking.(11)

† Program is funded by the Government of Saint Lucia.

Research found no evidence of any programs with the goal of eliminating or preventing child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Saint Lucia (Table 9).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law specifies procedures for protecting the health, safety, and morals of children between ages 16 and 18, who are engaged in hazardous work as part of apprenticeship or vocational training programs.	2015
	Ensure that laws prohibit procuring or offering a child for illicit activities, including drug trafficking and production.	2011 – 2015
Enforcement	Collect and make publically available information on Labor Inspectorate funding.	2012 – 2015
	Ensure that new labor inspectors receive training on child labor law enforcement and refresher courses are provided for all labor inspectors.	2015
	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015
	Ensure that the Labor Inspectorate receives adequate funding for conducting labor inspections.	2015
Government Policies	Ensure that child labor elimination and prevention strategies are integrated into economic development and social protection policies.	2015
	Adopt a policy that addresses all relevant worst forms of child labor, such as the commercial sexual exploitation of children.	2010 – 2015
Social Programs	Conduct a comprehensive study of children's activities to determine whether they are engaged in or at risk for involvement in child labor.	2009 – 2015
	Design and implement social programs that specifically target and assist children engaged in child labor in agriculture and in the worst forms of child labor, including in commercial sexual exploitation.	2013 – 2015

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Saint Lucia

MODERATE ADVANCEMENT

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Saint Vincent and the Grenadines

MINIMAL ADVANCEMENT

In 2015, Saint Vincent and the Grenadines made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government approved the National Plan of Action Against Human Trafficking, which establishes procedures to eradicate human trafficking. However, although the problem does not appear to be widespread, children are engaged in child labor, including in domestic work, and in the worst forms of child labor, including in commercial sexual exploitation. Gaps remain in the legal framework; the minimum age for hazardous work falls below international standards and there is no law to prohibit the use of children in the production of drugs.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although the problem does not appear to be widespread, children are engaged in child labor, including in domestic work, and in the worst forms of child labor, including in commercial sexual exploitation in Saint Vincent and the Grenadines.(1, 2) Table 1 provides key indicators on children's work and education in Saint Vincent and the Grenadines. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		100.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(3)
Data were unavailable from Understanding Children's Work Project's analysis, 2015.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Services	Domestic work* and begging* (5-7)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* (8, 9) Production of marijuana* (8)



* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Saint Vincent and the Grenadines has ratified all key international conventions concerning child labor (Table 3).


Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

Saint Vincent and the Grenadines

MINIMAL ADVANCEMENT

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Part II, Article 8 of the Employment of Women, Young Persons, and Children Act (10)
Minimum Age for Hazardous Work	Yes	14	Schedule, Article 2 of the Employment of Women, Young Persons, and Children Act (10)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Part I, Sections 3 and 4; Schedule Part, Articles 1 and 2 of the Employment of Women, Young Persons, and Children Act (10)
Prohibition of Forced Labor	Yes		Part I, Article 2 of the Prevention of Trafficking in Persons Act (11)
Prohibition of Child Trafficking	Yes		Part II, Articles 5–8 of the Prevention of Trafficking in Persons Act (11)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Part II, Article 7 of the Prevention of Trafficking in Persons Act (11)
Prohibition of Using Children in Illicit Activities	No		Part II, Articles 5 and 8 of the Prevention of Trafficking in Persons Act (11)
Minimum Age for Compulsory Military Recruitment	N/A*†		
Minimum Age for Voluntary Military Service	Yes	19	Part I, Article 6 of the Police Act (12, 13)
Compulsory Education Age	Yes	16	Part I, Article 2 of the Education Act (14)
Free Public Education	Yes		Part III, Articles 14–16 of the Education Act (14)

† No standing military (13)

* No conscription (12, 13)

The minimum age of 14 for hazardous work is not in compliance with international standards. Furthermore, laws related to illicit activities are not sufficient as the use of children in the production of drugs is not criminally prohibited.(11, 15)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor	Enforce child labor laws and refer victims to appropriate social services.(2)
Royal Police Force	Make criminal arrests, including those involving the worst forms of child labor; specifically address human trafficking through the Anti-Trafficking in Persons Unit; and refer victims to appropriate social services.(2)
Ministry of Social Development	Maintain Child Protection Unit, which includes Child Protection Officers who report cases of child abuse.(6)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Saint Vincent and the Grenadines took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (1)	Unknown* (7)
Number of Labor Inspectors	7 (6)	5 (7)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Inspectorate Authorized to Assess Penalties	Unknown (6)	Yes (7)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown* (1)	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (16)	Yes (17)
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	0 (6)	Unknown
■ Number Conducted by Desk Reviews	0 (6)	Unknown
Number of Child Labor Violations Found	0 (2)	0 (7)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	No (6)	Yes (7)
■ Routine Inspections Targeted	No (6)	No (7)
Unannounced Inspections Permitted	Unknown (1)	Yes (7)
Unannounced Inspections Conducted	No (6)	Yes (7)
Complaint Mechanism Exists	Yes (6)	Yes (7)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (6)	Yes (7)

*The Government does not make this information publicly available.

In 2015, inspectors indicated that the labor inspectorate's resources were inadequate.⁽⁷⁾ Ministry of Labor employees, including labor inspectors, were trained on human trafficking issues by the Anti-Trafficking in Persons Unit (ATIPU).⁽¹⁷⁾

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Saint Vincent and the Grenadines took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (17)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (16)	Yes (7)
Number of Investigations	Unknown	3 (17)
Number of Violations Found	Unknown	1 (17)
Number of Prosecutions Initiated	Unknown	1 (17)
Number of Convictions	Unknown	0 (17)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (6)	Yes (7)

In 2015, ATIPU trained 120 officials in the police department and other related agencies on human trafficking issues.⁽¹⁷⁾ A source indicates that ATIPU employed three or four people in 2015.⁽⁷⁾ The Government also employed a social worker to be the primary liaison among the various agencies that enforce anti-trafficking laws.⁽¹⁷⁾

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism on trafficking, research found no evidence of mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Task Force Against Trafficking in Persons	Develop a national plan to address human trafficking, coordinate the collection of data among government agencies, establish policies to enable government agencies to work with NGOs to prevent trafficking and assist victims, and provide training to all relevant government officials and authority figures. Chaired by the Prime Minister. ^(2, 11, 18)

Saint Vincent and the Grenadines

MINIMAL ADVANCEMENT

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Saint Vincent and the Grenadines has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action Against Trafficking in Person (2016–2018)†	Establishes procedures to eradicate human trafficking. Administered by the National Task Force Against Human Trafficking in Persons, which is chaired by the Prime Minister.(7)

† Policy was approved during the reporting period.

Although the Government of Saint Vincent and the Grenadines has adopted the National Plan of Action Against Trafficking in Persons, research found no evidence of a policy on other worst forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Saint Vincent and the Grenadines funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Community Capacity-Building Program and Village Integrated Development Program†	Ministry of Social Development program that reduces poverty in rural areas.(2)
Multi-Country Program (2012–2016)	UNICEF program to address children's rights in the Eastern Caribbean. Ensures that governments comply with Convention reporting requirements on children's rights, and assists governments with developing policies and laws to protect all children, especially vulnerable children.(19) Includes preschool and other educational opportunities for vulnerable children.(19)
Supplementary Feeding Program†	Government program that provides free meals to preschool and primary school students from low-income families.(2, 20)
Education Sector Development Plan†	Government program that aims to increase access to and improve the quality of education for all.(21)
Book Loan Program†	Government program that subsidizes textbooks for children from low-income families.(5, 7, 22)
Street Children Rehabilitation Program†	Government program that returns children living or working on the streets to school.(2, 5, 22)
Children Against Poverty Program†	Government program that addresses gaps in the school system and aims to break the cycle of intergenerational poverty.(5, 22, 23)
Crisis Center Shelter†	Government program that provides short-term shelter, which may also be used to house human trafficking victims, including children. The number of children assisted by this shelter is unknown.(2, 24)
Foster Care Program†	Government program that provides meals, transportation to school, and school fees for 140 school children.(6)

† Program is funded by the Government of Saint Vincent and the Grenadines.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Saint Vincent and the Grenadines (Table 8).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the minimum age for hazardous work is 18.	2009 – 2015
	Ensure that laws prohibit the use, procuring or offering of a child for the production of illicit drugs.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make publicly available information regarding labor inspectorate funding, the number of labor inspections conducted, and the number of inspections conducted at worksites and by desk reviews.	2014 – 2015
	Strengthen the labor inspectorate by providing sufficient resources to conduct adequate labor inspections.	2015
	Strengthen the labor inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015
Coordination	Establish a coordinating mechanism to combat child labor, including its worst forms.	2009 – 2015
Government Policies	Adopt a policy that addresses all worst forms of child labor, including in commercial sexual exploitation.	2009 – 2015

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Samoa

MINIMAL ADVANCEMENT

In 2015, Samoa made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted the Labor and Employment Relations Regulations which strengthen prohibitions on the engagement of children in hazardous work. Through Samoa's Decent Work Country Program, labor inspectors participated in a training to strengthen the inspectorate's capacity to enforce laws related to the worst forms of child labor. However, children in Samoa are engaged in child labor, including in street vending.

The Government does not have a mechanism to coordinate interagency efforts to address child labor and lacks data on

the prevalence and nature of child labor in the country. There is no referral mechanism between labor authorities and social service providers to ensure that children identified in situations of child labor receive appropriate support. Additionally, the Government did not implement programs to specifically address child labor in the sectors in which it is prevalent.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Samoa are engaged in child labor, including in street vending. (1-4) Table 1 provides key indicators on children's work and education in Samoa. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		100.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(5)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Planting, harvesting, and gathering coconuts,* other unspecified fruit,* and unspecified nuts* (7-9)
	Tending domestic animals* (7-9)
Services	Domestic work* (7-9)
	Street vending (1-4)
	Garbage scavenging* (10)

* Evidence of this activity is limited and/or the extent of the problem is unknown.




Traditional Samoan culture includes a system of service through which a village elder (*matai*) may compel others to perform work in service to the family or to the community.(9) Limited evidence indicates that under this system, some children are required to work on village farms.(7, 9)

The Government of Samoa lacks data to determine the nature and extent of child labor in all relevant sectors.(11) A survey on child labor in street vending was conducted in 2014, but during the reporting period the Government did not make the results of this study publicly available.(12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Samoa has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 51 of the Labour and Employment Relations Act; Article 20 of the Education Act (13, 14)
Minimum Age for Hazardous Work	Yes	18	Article 51 of the Labour and Employment Relations Act; Article 21 of the Labour and Employment Relations Regulations (13, 15)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 51 of the Labour and Employment Relations Act (13)
Prohibition of Forced Labor	Yes		Article 8 of the Constitution of the Independent State of Western Samoa; Article 18 of the Labour and Employment Relations Act; Sections 155–157 of the Crimes Act (13, 16, 17)
Prohibition of Child Trafficking	Yes		Sections 155–157 of the Crimes Act (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 73–74, 82, and 157 of the Crimes Act (8, 17)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	14‡	Article 4 of the Education Act (14)
Free Public Education	No		

† No standing military (18)

‡ Age calculated based on available information

In July 2015, the Government of Samoa adopted the Labour and Employment Relations Regulations, which contains a new provision to regulate the conditions of employment for children under age 18 and stipulates a penalty for employers who violate the law.(12, 15) The Regulation prohibits the involvement of children in work that is hazardous to a child's health, mental, spiritual, or social development; work in direct hostilities; work in environments that may subject a child to harm; and any work for which a child does not have adequate capacity.(15) Samoan law prohibits certain hazardous activities, such as operating heavy machinery; however, street vending, an activity in which children are known to work long hours and into the night, is not prohibited for children under 18. The Ministry of Commerce, Industry, and Labor has drafted a list to more comprehensively define the types of hazardous work unsuitable for children, but this list remained in draft form during the reporting period.(12)

In addition, the law allows children ages 12 through 14 to engage in light work for a limited number of hours, but it does not specify the conditions under which light work may be undertaken, nor does it define the activities that are permitted, as called for under international standards.(15)

Samoa

MINIMAL ADVANCEMENT

Section 82 of the Crimes Act prescribes a penalty of up to 7 years of imprisonment for certain crimes related to child pornography; however, this section of the law defines a child as a person who is 16 years old or younger.(17) As a result of this definition, the law does not sufficiently prohibit commercial sexual exploitation, as the possession of pornography featuring 17-year-old children is not criminally prohibited.(19) Research also found no evidence of laws banning the use, procurement, or offering of a child for illicit activities, including the production and trafficking of drugs.

The Education Act requires that children attend school from ages 5 to 14 or until they have completed the work of Year 8, whichever occurs sooner.(14) Because children start school at either age 5 or age 6, children could complete compulsory education at age 13. Children ages 13 through 14 who are no longer required to attend school but are not yet legally permitted to work are vulnerable to involvement in the worst forms of child labor.(20)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Commerce, Industry, and Labor (MCIL)	Investigate potential child labor law violations in response to complaints. Refer cases to the Ministry of Police and the Office of the Attorney General for enforcement.(8)
Ministry of Police	Enforce criminal laws related to child labor.(8)
Office of the Attorney General	Prosecute criminal cases of the worst forms of child labor.(8)
Ministry for Women, Community, and Social Development	Assist in MCIL investigations as needed. Mandated to protect children, including those working on the street.(8, 21, 22)
Ministry of Education, Sports, and Culture	Assist in MCIL investigations as needed.(8, 22)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Samoa took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (12)	Unknown (12)
Number of Labor Inspectors	11 (12)	11 (12)
Inspectorate Authorized to Assess Penalties	No (12)	No (12)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (12)	No (12)
■ Training on New Laws Related to Child Labor	No (12)	No (12)
■ Refresher Courses Provided	Yes (12)	Yes (12)
Number of Labor Inspections	838 (12)	361 (12)
■ Number Conducted at Worksite	685 (12)	194 (12)
■ Number Conducted by Desk Reviews	153 (12)	167 (12)
Number of Child Labor Violations Found	0 (12)	2 (23)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	2 (23)
■ Number of Penalties Imposed That Were Collected	N/A	0 (23)
Routine Inspections Conducted	Yes (12)	Yes (12)
■ Routine Inspections Targeted	Yes (12)	Yes (12)
Unannounced Inspections Permitted	Yes (13)	Yes (12)
Unannounced Inspections Conducted	Yes (12)	Yes (12)
Complaint Mechanism Exists	Yes (12)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (12)	No (12)

In 2015, labor inspectors participated in a foundational skills course on conducting labor inspections, facilitated by the ILO.(24)

Also during the reporting period, the Ministry of Education, Sports, and Culture and the Ministry of Police strengthened efforts to enforce provisions in the Education Act that mandate a child's school attendance through age 14. Research indicates that teams of officials monitored areas in the Apia township and surrounding villages in which child street vending is known to occur.(3) Police officers found two child labor violations involving children selling goods during school hours.(23)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Samoa took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (23)	Yes (23)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (23)	Yes (23)
Number of Investigations	Unknown	17 (23)
Number of Violations Found	0 (8, 25)	Unknown
Number of Prosecutions Initiated	N/A	Unknown
Number of Convictions	N/A	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms. Although Samoa does not have a documented child trafficking problem, the Samoa Interpol and Transnational Crime Unit monitors transnational crimes, including human trafficking.(26) Member agencies include the Ministry of Police, Samoa Immigration, the Prime Minister's Office, the Central Bank of Samoa, the Ministry of Foreign Affairs and Trade, the Customs Services, the Office of the Attorney General, and the Ministry of Finance.(8, 26)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Samoa has established policies related to child labor, including its worst forms (Table 8).

Table 8. Policies Related to Child Labor

Policy	Description
National Policy for Children of Samoa (2010–2015)	Aims to address the needs of disadvantaged children, to provide child protection, and to combat poverty. Prioritizes the protection of child street vendors through awareness raising and increased enforcement of compulsory education laws.(2, 27)
Strategy for the Development of Samoa (2012–2016)*	Seeks to improve the quality of life for all Samoans through economic growth, social policies, improved infrastructure, and environmental protection. Access to education and training at all levels is targeted as a key outcome.(28) As part of the strategy, the Government has committed to developing a Medium-Term Expenditure Framework to ensure that education programs currently funded by international donors are sustainable.(28)
Samoa School Fee Relief Grant Scheme*	Aims to make school enrollment and attendance possible for children who are unable to pay school fees.(29) Provides free education to all primary school children enrolled in government schools and mission (church-run) schools. Also offers free education at the secondary level for students in government schools and reduced fees for secondary-level students in mission schools.(8) Covers approximately 99 percent of Samoan primary school students. Jointly funded by the Governments of Samoa, New Zealand, and Australia.(8)
Education Sector Plan (2013–2018)*	Calls for improved access to education for all children in early childhood, primary, and secondary schools. Monitors the Samoa School Fee Relief Grant Scheme to ensure that children do not face financial barriers that prevent them from attending school.(30)
UNDAF Pacific (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island countries and territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(31) In Samoa, the policy aims to strengthen implementation of policies related to children and improve mechanisms to protect children from violence and exploitation.(31)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Samoa funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 9).

Table 9. Social Programs to Address Child Labor

Program	Description
Samoa Decent Work Country Program (2013–2016) [†]	ILO and Government program that promotes decent work in Samoa by focusing on three priority areas: (1) legal reform and improved implementation of labor laws, including those related to child labor; (2) increased access to information and employment services for youth; and (3) strengthened capacity of trade unions. Includes an activity to assess potential challenges in extending the application of labor laws to the informal sector.(32) In 2015, conducted a 5-day training focused on strengthening the skills of labor inspectors to perform their duties in line with the Labour and Employment Relations Act and the Occupational Safety and Health Act.(33)
Pacific Sub-Regional Child Labor and Trafficking Program	ILO-supported program that expands the work and lessons learned from its Tackling Child Labor through Education program in Fiji to Kiribati, Samoa, and Solomon Islands.(34, 35) Activities include facilitating meetings, conducting research, raising awareness, providing trainings, and building government capacity to address child labor.(36) In April 2015, representatives from Samoa participated in the Sub-Regional Child Labor and Trafficking Program forum, which brought together national policy makers from five countries to discuss best practices for addressing child labor and human trafficking issues.(34, 35)

[†] Program is funded by the Government of Samoa.

In July 2015, Samoa participated in the ILO Sub-Regional Skills and Livelihood Training for Older Out-Of-School Children in Child Labor or At Risk in the Pacific. The training focused on highlighting opportunities for skill development for children under age 18 who are at risk for child labor, as well as identifying opportunities for mainstreaming skill development initiatives into existing social programs.(37)

Research found no evidence of programs to specifically address child labor in the service sector, especially in street vending.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Samoa (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the types of hazardous work prohibited for children are comprehensive.	2011 – 2015
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2013 – 2015
	Ensure that the law fully criminalizes the commercial sexual exploitation of children, including the possession of pornography featuring 17-year-old children.	2014 – 2015
	Ensure that the law prohibits the use, procurement, or offering of a child for illicit activities, including for the production and trafficking of drugs.	2014 – 2015
	Ensure that the law establishes a compulsory education age that is at least equal to the minimum age for admission to employment.	2014 – 2015
Enforcement	Make information publicly available on law enforcement efforts related to child labor, including the amount of funding for the labor inspectorate, and the number of criminal investigations, violations, prosecutions, and convictions related to the worst forms of child labor.	2013 – 2015
	Institutionalize training for labor inspectors, including by training new labor inspectors at the beginning of their employment and providing training on new laws and regulations related to child labor.	2015
	Authorize the labor inspectorate to assess penalties.	2015
	Establish a mechanism to refer children identified as engaged in child labor, including its worst forms, to appropriate social services.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including in all of its worst forms.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2012 – 2015

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Conduct comprehensive research to better understand the extent and nature of child labor in Samoa, including its worst forms, and make the results publicly available.	2010 – 2015
	Institute programs to specifically address child labor in street vending.	2009 – 2015

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São Tomé and Príncipe

MINIMAL ADVANCEMENT

In 2015, São Tomé and Príncipe made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government assessed the impact of a social program on eliminating and preventing child labor. However, children in São Tomé and Príncipe are engaged in child labor, including in domestic work and street work. The types of hazardous work prohibited for children are not comprehensive, and social programs do not target every sector in which children work. Law enforcement agencies lack sufficient resources to adequately enforce child labor laws.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in São Tomé and Príncipe are engaged in child labor, including in domestic work and street work.(1-5) Results from a 2014 study conducted by the Government and ILO indicate that 8 percent of children between the ages of 10 and 17 work; however, the study results have not been made publicly available.(6, 7) Table 1 provides key indicators on children's work and education in São Tomé and Príncipe.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	15.4 (6,218)
Attending School (%)	5-14 yrs.	68.8
Combining Work and School (%)	7-14 yrs.	13.7
Primary Completion Rate (%)		92.4

Source for primary completion rate: Data from 2015, published by UNESCO Institute for Statistics, 2015.(8)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 2, 2000.(9)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (1, 4, 5)
	Fishing,* activities unknown (1)
Industry	Carpentry* and woodworking* (1, 10)
Services	Domestic work (1, 4, 5)
	Working in shops* (5)
	Street work, including begging* and selling goods (1, 2, 4, 10)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation* (11)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




On the island of São Tomé, some families engage in a cultural practice known as *Mina Quia*, in which children perform domestic activities including washing clothes, cooking, and childcare in the home of another family.(1) Some children are permitted to attend school if they can also conduct their domestic duties. Limited evidence suggests that many children who work in *Mina Quia* are victims of sexual abuse and domestic violence.(1)

There is a high loss of students between the first (first through fourth grades) and second levels (fifth and sixth grades) of primary education. Evidence indicates that additional costs and a lack of schools that offer fifth and sixth grades are barriers to accessing education.(2, 11, 12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

São Tomé and Príncipe has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 128 of the Legal Regime of Individual Employment Conditions (13)
Minimum Age for Hazardous Work	Yes	18	Article 129 of the Legal Regime of Individual Employment Conditions (13)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 129 and 134 of the Legal Regime of Individual Employment Conditions (13)
Prohibition of Forced Labor	Yes		Articles 159, 160, and 181 of the Penal Code (14)
Prohibition of Child Trafficking	Yes		Articles 160 and 181 of the Penal Code (14)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 179–182 of the Penal Code (14)
Prohibition of Using Children in Illicit Activities	Yes		Articles 279, 280, and 289 of the Penal Code (14)
Minimum Age for Compulsory Military Recruitment	Yes	18	<i>Legislation title unknown</i> (15, 16)
Minimum Age for Voluntary Military Service	Yes	17	<i>Legislation title unknown</i> (15, 16)
Compulsory Education Age	Yes	12‡	Article 6 (1) of the Basic Education System Law (17, 18)
Free Public Education	Yes		Article 55 of the Constitution; Article 6(1) of the Basic Education System Law (18, 19)

‡ Age calculated based on available information (17, 18)

The law's minimum age protections do not apply to children working outside of a formal labor relationship, such as children who are self-employed.(13, 17)

The Legal Regime of Individual Employment Conditions prohibits children under age 18 from engaging in heavy work carried out in unhealthy or dangerous conditions. It also prohibits underground and night work; however, the types of hazardous work prohibited for children do not cover street work, an unhealthy environment that exposes children to hazardous substances, agents, or processes.(13) In 2014, the Government completed a draft list of hazardous activities for children and submitted it to the National Assembly for review; the list awaits final approval.(7, 20)

The Basic Education System Law establishes a mandatory 6 years of free primary education, which may be completed as early as age 12.(17, 18) Children who stop attending school before reaching the minimum age for employment are especially vulnerable to the worst forms of child labor because they are not in school, but they also may not legally work.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

São Tomé and Príncipe

MINIMAL ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor Inspection, Ministry of Labor and Social Affairs	Enforce labor laws, including child labor.(7) Use small ad hoc teams to investigate labor exploitation cases; teams include Labor Inspection and other government agencies, including immigration officials, police officers, tax administrators, social workers, and Social Security Administration staff.(3, 21)
Prosecutor's Office and Criminal Investigative Police, Ministry of Justice and Human Rights	Enforce criminal laws against the worst forms of child labor.(7, 21)

Labor Law Enforcement

In 2015, labor law enforcement agencies in São Tomé and Príncipe took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$16,000 (7)	Unknown
Number of Labor Inspectors	15 (7)	13 (5)
Inspectorate Authorized to Assess Penalties	Unknown	No (5)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Yes (5)
Number of Labor Inspections	Unknown	70 (5)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	0 (5)
■ Number of Penalties Imposed That Were Collected	Unknown	N/A
Routine Inspections Conducted	Unknown	Yes (5)
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (7)	Yes (5)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (7, 21)	Yes (5)

In 2015, the Department of Labor Inspection received insufficient funding. According to the Government, the number of inspectors is inadequate to deal with potential labor violations in São Tomé and Príncipe.(5)

During the reporting period, the Department of Labor Inspection received two child labor complaints; one of these cases was referred to the Prosecutor's Office for investigation.(5)

Children found by the Department of Labor Inspection are referred to the Department of Social Services in the Ministry of Labor and Social Affairs for counseling and integration into recreational and educational activities.(5, 7, 21)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in São Tomé and Príncipe took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	0 (7)	1 (5)
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	0 (7)	0 (5)
Number of Convictions	Unknown	0 (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (7, 21)	Yes (5)

Ministry of Justice and Human Rights officials can refer child victims to the Department of Social Services in the Ministry of Labor and Social Affairs for counseling and integration into recreational and educational activities.(5, 7, 21)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Anti-Child Labor Committee	Raise awareness to eliminate the worst forms of child labor by 2016 and all forms of child labor by 2020.(20) Representatives include government institutions, ILO, NGOs, labor unions, the Chamber of Commerce, and UNICEF.(7) In March 2015, the Committee conducted a child labor awareness-raising campaign with primary school children in Mé-Zóchi and Água Grande districts.(22)
Department of Social Protection and Solidarity, Ministry of Labor and Social Affairs	Carry out support programs for families to ensure children attend school. Administer the Social Integration Assistance program, which provides funds to the Disadvantaged Mothers program (<i>Mães Carenciadas</i>). ⁽¹⁾

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of São Tomé and Príncipe has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Poverty Reduction Strategy (2012–2016)	Outlines social protection strategies to combat child labor and commercial sexual exploitation of children. Aims to ensure that all children complete basic education by 2016.(23)
National Plan for Education (2002–2015)*	Aims to provide free basic education to all children. States that education is free and compulsory for 6 years.(24)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The draft National Action Plan on Child Labor, including the list of hazardous activities for children, was finalized in 2014 and is awaiting final approval.(5)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of São Tomé and Príncipe participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Decent Work Country Program (2013–2016)	Government program, in collaboration with the ILO, which prioritizes the promotion of decent employment, especially for young people. Aims to eliminate child labor, particularly the worst forms of child labor, through legislative action and strategic programs.(25)

São Tomé and Príncipe

MINIMAL ADVANCEMENT

Table 10. Social Programs to Address Child Labor

Program	Description
Support Centers†	Government-funded centers, run by NGOs with social work staff for approximately 210 orphans and at-risk children.(5, 7) Three centers operate in areas with high concentrations of poor families, orphans, and street children. Work with parents of at-risk children, provide stipends to families to keep children in school, and teach income-generating skills to children.(5)
Disadvantaged Mothers Program (<i>Mães Carenciadas</i>)†	Government program that provides funds to female-led households to encourage basic education for children. Scholarships are given to children from low-income households to assist in continuing their studies.(1)
XIV Government Program (<i>Programa do XIV Governo</i>)†	Government program that seeks to improve the quality of education by providing infrastructure, educational opportunities, and technical and professional training for students in primary and secondary education.(1)

† Program is funded by the Government of São Tomé and Príncipe.

In 2015, the Government, in consultation with the ILO, completed a study to assess the impact of the 2014 Workshops for Awareness of the Worst Forms of Child Labor.(5)

Research found no evidence of programs designed to specifically address children engaged in domestic work and street work in São Tomé and Príncipe.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in São Tomé and Príncipe (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography.	2014 – 2015
	Ensure that all children are protected by law, including children who are self-employed.	2015
	Ensure that the types of hazardous work prohibited for children are comprehensive.	2009 – 2015
	Establish a compulsory education age that is equal to or higher than the minimum age for employment.	2014 – 2015
Enforcement	Make information publicly available regarding the labor inspectorate's funding, training for law enforcement officials, type of labor inspections conducted, as well as the number of child labor violations found during inspections and investigations.	2014 – 2015
	Authorize the inspectorate to assess penalties.	2015
	Allocate sufficient funding to the Department of Labor Inspection and Ministry of Justice and Human Rights to ensure that: <ul style="list-style-type: none"> ■ The number of labor inspectors is sufficient. ■ Inspectors and investigators receive adequate training. ■ Labor inspectors have the necessary equipment and resources to conduct inspections. ■ Proactive child labor inspections are conducted, even in the absence of reported cases. 	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Plan for Education.	2014 – 2015
Social Programs	Make the results of the child labor study publicly available, and if necessary, conduct research to determine the activities carried out by children working in agriculture to inform policies and programs.	2015
	Expand existing education programs, and increase the number of schools that offer fifth and sixth grades to ensure that all children have access to basic education.	2010 – 2015
	Implement programs that specifically target children engaged in domestic work and street work.	2009 – 2015

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Senegal

MODERATE ADVANCEMENT

In 2015, Senegal made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government amended its hazardous work legislation to prohibit all children under age 18 from engaging in hazardous activities and prosecuted and convicted a marabout under the Law Concerning the Fight Against Trafficking in Persons. In addition, the Government doubled the budget of the National Program of Family Assistance Bursaries social safety net program to \$32 million and provided support to 200,000 families. However, children in Senegal are engaged in child labor, including in gold mining, and also in the worst forms of child labor, including in forced begging. Criminal and labor law enforcement agencies lack adequate resources to effectively carry out their work, and redundancy among coordinating bodies to combat child labor hinders effective collaboration.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Senegal are engaged in child labor, including in gold mining. Children are also engaged in the worst forms of child labor, including in forced begging. (1-14) Table 1 provides key indicators on children's work and education in Senegal.

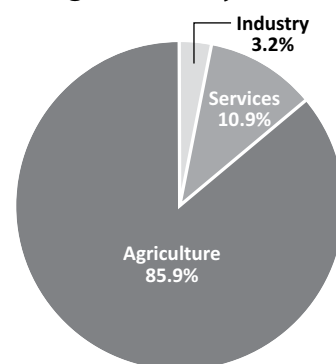
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	10.3 (377,148)
Attending School (%)	5-14 yrs.	54.8
Combining Work and School (%)	7-14 yrs.	5.2
Primary Completion Rate (%)		59.0

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(15)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Deuxième Enquête de Suivi de la Pauvreté au Sénégal (ESPS-II) Survey, 2011.(16)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Herding cattle* (17)
	Fishing,* activities unknown (17)
	Farming,* including the production of cotton,* rice,* and mangoes* (2, 8, 18)
Industry	Washing ore,* crushing rocks,* and carrying heavy loads*† while mining gold, iron,* and salt,* and quarrying rock* (4, 18-23)
	Welding* and auto repair* (18)
Services	Domestic work (2, 4, 12, 18, 24)
	Street work, including vending (2, 25)
Categorical Worst Forms of Child Labor‡	Domestic work, mining gold, fishing,* and farming, each sometimes as a result of human trafficking (8, 12, 14, 21, 26, 27)
	Commercial sexual exploitation, sometimes as a result of human trafficking* (2, 12, 14, 23, 28)
	Begging, sometimes as a result of human trafficking (1, 2, 4-14, 18, 26, 27, 29)
	Forced labor in garbage collection* (30)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




Child trafficking to neighboring countries is not as prevalent as child trafficking within Senegal. As a result of being trafficked, boys are most commonly forced to beg and girls are forced into domestic work or to engage in commercial sexual exploitation.(12, 26, 27) In Senegal, it is a traditional practice to send boys to Koranic schools, called *daaras*, for education. However, instead of receiving an education, many students, known as *talibés*, are forced to beg by their teachers, known as *marabouts*.(7, 9, 10, 27, 31-35) The *marabouts* take the *talibés*' earnings and often beat those who fail to meet the daily quota.(4, 9, 11, 13, 32, 34-36) The *talibés* often live in overcrowded, unsanitary conditions; receive inadequate food and medical care; and are vulnerable to physical and sexual abuse.(7, 9, 13, 30, 31, 35) They typically come from rural areas within Senegal and from neighboring countries, sometimes as a result of human trafficking.(9, 10, 13, 31, 33, 35-37) A 2013 study of *daaras* in the Dakar region conducted by the National Task Force Against Trafficking in Persons (CNLTP) found over 30,000 *talibés* who are forced to beg.(3, 13, 28, 38-41) However, there is little comprehensive data on the number and condition of *daaras* and *talibés* outside of Dakar, and some sources indicate that the problem is getting worse.(3, 13, 35)

Access to education in Senegal may be limited by the unavailability of schools and the lack of resources, particularly in rural areas.(2, 10, 31, 42) There are also not enough teachers in Senegal; moreover, both students and teachers are frequently absent, sometimes due to strikes.(2, 42-44) School-related fees and competing economic opportunities further undermine the incentives for poor families to send their children to school.(2, 10, 31) Additionally, students who do not have birth registration certificates are unable to take primary school exit exams.(43) Some girls reportedly leave school after being sexually harassed, including by teachers, or as a result of early pregnancy.(2, 14, 31)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Senegal has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article L. 145 of the Labor Code; Article 6 of the Decree Establishing the Scale of Penalties for Violations of the Labor Code and Associated Rules for Application (45, 46)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Article 1 of the Ministerial Order Determining the Types of Hazardous Work Prohibited for Children and Youth; Article 1 of the Ministerial Order Determining the Categories of Business and Work Prohibited to Children and Youth (47-49)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Article 2 of the Ministerial Order Determining the Types of Hazardous Work Prohibited to Children and Youth; Article 2 of the Ministerial Order Determining the Categories of Business and Work Prohibited to Children and Youth (47-49)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article L. 4 of the Labor Code; Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Article 1 of the Law Concerning the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims (45, 49, 50)
Prohibition of Child Trafficking	Yes		Article 1 of the Law Concerning the Fight Against Trafficking in Persons and Similar Practices and the Protection of Victims (50)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor; Articles 323 and 324 of the Penal Code (47, 51)
Prohibition of Using Children in Illicit Activities	Yes		Article 2 of the Ministerial Order Determining and Prohibiting the Worst Forms of Child Labor (49)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 19 of Law N° 2008-28 (52, 53)
Compulsory Education Age	Yes	16	Article 3 of Law N° 2004-37 (54)
Free Public Education	Yes		Article 3 of Law N° 2004-37; Articles 21 and 22 of the Constitution (54, 55)

* No conscription (53)

In 2015, the Government adopted revisions to the Ministerial Orders Determining and Prohibiting the Worst Forms of Child Labor, Determining the Types of Hazardous Work Prohibited for Children and Youth, and Determining the Categories of Business and Work Prohibited to Children and Youth to prohibit all children under age 18 from engaging in hazardous work.(18, 41) A revision of the Labor Code that is also being considered by the National Assembly includes an amendment to raise the minimum age of work from age 15 to 16 and to establish harsher penalties for subjecting children to the worst forms of child labor.(53, 56)

A law was drafted in 2013 to improve the regulation of *daaras* as part of the Daara Modernization Program, which would require schools to submit to state inspections, adhere to a basic education curriculum, and formally halt the practice of forced begging. However, the law was withdrawn from consideration due to concerns expressed by some religious groups; the Ministry of Education is attempting to address those concerns.(12, 13, 30, 35, 41, 57) Furthermore, the Penal Code punishes begging with 3 to 6 months of imprisonment, and the Decree Establishing the Scale of Penalties for Violations of the Labor Code and Associated Rules for Application penalizes child labor violations with a fine of \$4 to \$31.(51) Government officials, the UNODC, UNICEF, and local NGOs have stated that these measures may not be severe enough to deter employers from exploiting children, particularly since the penalties are rarely enforced.(3, 58)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Social Dialogue, Professional Organizations, and Institutional Relations (MOL)	Enforce child labor laws through the Labor Inspections Office and by using social security inspectors.(3, 31) In the case of the Directorate General of Labor and Social Security's Task Force for the Coordination of the Fight Against Child Labor, also known as the Child Labor Unit, monitor and evaluate child labor activities.(17, 59, 60)
Ministry of Justice (MOJ)	Enforce all laws, including those on child trafficking and forced labor, and prosecute violations.(18) Train police and judiciary on laws related to human trafficking and forced begging.(13) House the Department of Correctional Education and Social Protection (DESPS), which helps to develop draft texts in the field of social protection and juvenile delinquency; strengthens the capacity of stakeholders to care for children; and shares responsibility for providing social services to vulnerable children with the Ministry of Women, Family, and Children (MWFC).(29, 41, 58, 61, 62)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of the Interior and Public Security	Oversee all law enforcement agencies, including the local and national police officials who intervene in cases of human trafficking, and arrest perpetrators of the worst forms of child labor. Refer cases to social services providers.(18, 26, 53, 63) House the Children's Unit, located in Dakar, which employs three officers who specialize in child protection, victim identification, and reinsertion.(26, 29, 53) Through its Children's Unit, receive assistance from the Vice Squad in child protection cases.(44)
Ministry of Women, Family, and Children (MWFC)	Contribute to the creation and implementation of child protection policies, and provide services to victims of exploitative child labor.(64) Operate the GINDDI center for vulnerable children and a toll-free child protection hotline through which the public can report child labor abuses.(12, 29, 30) Share responsibility with the DESPS for providing social services to vulnerable children.(58)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Senegal took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$180,000 (18)	\$90,000 (18)
Number of Labor Inspectors	80 (3)	90 (18)
Inspectorate Authorized to Assess Penalties	Yes (45, 53)	Yes (18)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (3, 17)	Yes (18)
■ Training on New Laws Related to Child Labor	N/A	Yes (18)
■ Refresher Courses Provided	Yes (3)	Yes (18)
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	0 (3)	Unknown (18)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (3)	Unknown (18)
■ Number of Penalties Imposed That Were Collected	N/A (3)	Unknown (18)
Routine Inspections Conducted	No (3)	No (18)
■ Routine Inspections Targeted	N/A (3)	N/A (18)
Unannounced Inspections Permitted	Yes (3, 45)	Yes (18, 45)
Unannounced Inspections Conducted	Unknown (3)	Yes (18)
Complaint Mechanism Exists	Yes (12)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (62)	Yes (62)

*The Government does not make this information publicly available.

All new labor inspectors are trained at the National Administration School, which includes a module on the worst forms of child labor and a consultation with members of the National Committee Against Child Labor.(18, 26) Additionally, all regional inspectorates receive yearly refresher training from the MOL Directorate General of Labor and Social Security.(18) According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed economies, Senegal should employ approximately 158 inspectors in order to adequately enforce labor laws throughout the country. The MOL acknowledges that the current number of labor inspectors is insufficient; it also noted that a high turnover rate and significant reduction in its funding level had further hindered its ability to fulfill its mandate.(18, 65-67)

Research indicates that enforcement in the informal sector, in which most children are employed, is inadequate.(12, 18, 31) Although Article L. 241 of the Labor Code grants inspectors the authority to assess penalties for all offenses, they typically only do so for minor offenses and refer the more serious infractions to the courts for determination of penalties.(18, 45, 56) Courts may require violations to be resolved through conciliation at the Labor Inspectorate or refer cases to a tribunal for judgment.(18) In practice, however, child labor issues are primarily resolved at the community level and cases seldom rise to the attention of the

Senegal

MODERATE ADVANCEMENT

police.(58) Between April 1, 2014, and March 31, 2015, the MWFC's child protection hotline received 2,583 calls concerning children in exploitative situations or seeking additional information.(12) However, research indicates that this hotline is not always staffed, so some calls go unanswered.(44) It is not clear how many cases of child labor were identified as a result of these calls.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Senegal took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (28)	Yes (18)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (18)
■ Refresher Courses Provided	Yes (13, 28)	Yes (18, 26, 68)
Number of Investigations	Unknown (28)	Unknown (18)
Number of Violations Found	Unknown (28)	14 (18, 44)
Number of Prosecutions Initiated	3 (28)	1 (13)
Number of Convictions	5 (28, 44)	1 (13, 26)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (28, 58, 69)	Yes (18, 58)

In August 2015, judges, prosecutors, and police officials attended a training on human trafficking, which was organized in partnership with the UNODC. Two prosecutors also attended an ILEA-sponsored training on human trafficking in Gaborone, Botswana.(68) In addition to the Children's Unit and the Department of Correctional Education and Social Protection, the Ministry of Education's *daara* inspectorate employs two inspectors.(13, 30, 44) However, the entities responsible for enforcing laws against the worst forms of child labor are primarily concentrated in Dakar and Thiès, thus enforcement is limited outside of the capital.(13, 58) Although police stations in Senegal are expected to report cases involving children to the Children's Unit, research found no evidence that this occurs regularly.(44, 58) During the reporting period, the GINDDI center provided support to 142 boys who were victims of child trafficking.(26)

The Government reports that existing laws are sufficient to effectively prosecute and punish individuals who use *talibés* for personal profit.(1, 13, 26, 30, 70) However, the courts have had limited success in prosecuting cases related to forced begging, partly due to a perceived lack of political support, cultural norms, and pressure from influential Koranic teachers who support this practice, particularly in rural areas.(56, 68) Additionally, some courts and law enforcement officials are not aware that the Law Concerning the Fight Against Trafficking in Persons, which prohibits forced begging, does not conflict with the Penal Code, which permits begging for religious purposes on specific days.(51, 56, 68) Most *daaras* also are not subject to government regulation or inspection, since they are private institutions, and the Government has made little progress with the 2013 draft law to improve *daara* oversight.(10, 13, 18, 26, 30, 40, 70) A lack of coordination, resource constraints, and powerful Muslim leaders have further hindered the Government's efforts to prohibit forced begging.(26, 40) In an effort to better enforce the Law Concerning the Fight Against Trafficking in Persons, the MOJ released a directive instructing prosecutors to seek the maximum penalties for human trafficking violations during the reporting period.(26) In 2015, a *marabout* in Saint-Louis was prosecuted and convicted for shackling a student under the Anti-trafficking Law.(1, 13, 26) Although the Anti-trafficking Law punishes forced begging and related offenses by imprisonment of 2 to 5 years, the *marabout* received a sentence of 3 months.(26, 50)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee Against Child Labor	Coordinate initiatives, policies, and partnerships with civil society organizations to address child labor, including the National Action Plan on the Prevention and Abolition of Child Labor in Senegal (PCNPETE). Chaired by the MOL and includes representatives from the MWFC, the MOJ, the Ministry of Education, the police, and elected officials.(26, 69, 71, 72) In 2015, assisted in amending the laws governing hazardous work to prohibit all children under age 18 from engaging in hazardous work as part of the National Action Plan on the Prevention and Abolition of Child Labor in Senegal.(18, 41)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Inter-Ministerial Commission	Coordinate implementation of the National Strategy on Child Protection and its related action plan.(3)
National Task Force Against Trafficking in Persons (CNLTP)	Report on human trafficking in Senegal, with a focus on women and children; coordinate the implementation of the National Action Plan on Combating Trafficking in Persons and other efforts to prevent human trafficking, prosecute perpetrators, and protect victims.(41, 53, 73-75) Chaired by the MOJ and employs five staff members.(13, 26, 41) In 2015, screened a film on child begging for law enforcement and judicial officials, and continued to conduct training on the national trafficking database for law enforcement. Also convened donors and civil society organizations to validate a new National Action Plan to Combat Trafficking in Human Beings and held two workshops to publicize the results of its daara mapping project.(26)
Senegalese Human Rights Committee	Coordinate human rights entities and submissions to the UN and the African Union and make recommendations on laws related to human rights.(76) Operates with an annual budget of approximately \$125,000.(75) Composed of 29 members, including government entities, private sector organizations, and NGOs.(76)
Office of the President's Childhood Protection Unit (CAPE)	Coordinate government efforts related to child protection, including through the implementation of the National Strategy on Child Protection.(41, 77) Reports directly to the President of Senegal.(44) Contribute to the creation and implementation of child protection policies; develop a national system for collecting and disseminating data about vulnerable children. Advocate on behalf of all entities working on issues related to child begging, violence against children, and child labor.(77)

Despite its activities in 2015, the CNLTP acknowledged that its efforts to coordinate anti-human trafficking activities were hindered by funding constraints and a lack of support from all levels of the Government.(26, 27, 63) Redundancy among the activities of the coordinating bodies also creates confusion and obstructs effective collaboration and implementation of efforts. (53, 63, 72)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Senegal has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on the Prevention and Abolition of Child Labor in Senegal (PCNPETE) (2012–2016)	Aims to raise awareness of child labor issues, reinforce the capacity of law enforcement officials and civil society organizations, increase educational and training opportunities for youth, and improve the legal framework on child labor, including its worst forms.(1, 17, 25, 75, 78-80) In 2015, implemented new identification requirements for miners to combat child labor in artisanal mines, and established internship and apprenticeship programs for youth.(18) Also aims to implement a pilot cash transfer program by 2016; includes a budget of approximately \$2.7 million.(20, 25, 78)
National Strategy on Child Protection (SNPE)	Aims to establish an integrated national social protection system and specifically identifies the issue of child begging.(17, 30) Implemented through Child Protection Committees (CPDE), currently established in 24 prefectures.(26, 29) CPDEs refer victims to social services and assist law enforcement with reintegrating child trafficking victims.(26) Includes an action plan with a recommended budget of \$18 million.(17) In 2015, prefects, parliament members, and local stakeholders were trained on SNPE's objectives and implementing instruments, and seven CPDEs were trained on the use of a trafficking database.(26)
National Action Plan to Combat Trafficking in Human Beings (2015–2017)†	Aims to strengthen the legal framework to prevent human trafficking, build capacity by training enforcement officials and working with religious leaders, provide protection and judicial remediation for victims, and improve monitoring and evaluation of the National Action Plan.(26, 81) Implemented by the CNLTP.(28)
National Framework Plan for the Eradication of Child Begging (2013–2015)	Aimed to combat child begging by regulating daaras, providing services to children removed from the street, and enforcing penalties for individuals who force children to beg.(1, 17, 30, 75)
Roadmap to Combat Human Trafficking†	Created during a workshop organized by the CNLTP, this joint agreement to combat human trafficking was signed with the Government of Guinea-Bissau.(26)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Strategy for Economic and Social Development (SNDES) (2013–2017)*	Includes goals such as promoting youth employment and entrepreneurship, increasing access to social services, and improving the quality of education. Establishes a 10-year education cycle and commits to increasing employment opportunities for youth.(42) Through the 10-Year Education and Training Program (2012-2025) included in the SNDES, aims to improve the education system by mobilizing human and financial resources to enhance educational quality, improve physical infrastructure, and promote vocational training.(2, 42)
Program to Improve the Quality, Equality, and Transparency of the Education Sector (2013–2025)*	Led by the Directorate of Planning and Education Reform, incorporates the objectives of EFA, the Millennium Development Goals, and the SNDES. Aims to improve the quality of teaching; establish basic universal education; promote the teaching of science, technology, and innovation; and adapt vocation training to better suit the needs of youth and adults.(82)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Senegal funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Project to Fight Against Trafficking and the Worst Forms of Child Labor (2013–2016)†	MWFC program that aims to raise awareness about forced begging and assist victims of child labor.(29, 37) In 2015, the Government allocated \$183,000 to the MWFC for projects to address child labor, including forced begging, an increase of almost \$100,000 from the 2014 budget of \$86,000.(26, 44)
National Program of Family Assistance Bursaries (2013–2017)†	Part of PCNPETE, a social safety net program that provides conditional cash transfers to vulnerable families who keep their children in school.(18, 25, 75, 83) In 2015, doubled the program budget to approximately \$32 million and served 200,000 families.(18)
<i>Daara</i> Modernization Program†	\$18.5 million Government-funded program implemented by TOSTAN and RADDHO which aims to regulate, inspect, and fund <i>daaras</i> and eliminate forced begging.(84, 85) Completed a project to map <i>daaras</i> in the Dakar area in 2014; the CNLTP is conducting an assessment to expand the mapping project to other regions in Senegal.(26, 41) Ministry of Education signed an accord with the Senegalese Association of Koranic Schools to rehabilitate and equip 90 <i>daaras</i> ; its Funds for Koranic Schools program also developed a secular curriculum and works with religious institutions to remove children from street begging and exploitative situations.(29, 31) MWFC provided training to Koranic teachers on children's rights, child protection, and improvement of living conditions.(5, 29) In 2015, the Government implemented the first phase of the project, committing approximately \$17,000 to build 32 public <i>daaras</i> and 32 community-led <i>daaras</i> in seven regions.(86)
Partnership for the Rescue and Rehabilitation of Street Children†	Government and NGO program that aims to withdraw children from the street and reinsert them into family settings.(29) Partners include government officials, NGOs, private-sector entities, religious organizations, and the media.(70)
ECOWAS Regional Action Plan on Child Labor (2012–2015)	Aimed to eliminate the worst forms of child labor in West Africa by 2015 through the implementation of a regional action plan with 14 other ECOWAS countries.(87)
ECOWAS Regional Action Plan to Eradicate Street Children (2015–2017)*	Based on the UN CRC and ECOWAS's 2020 Vision, this regional initiative aims to develop an approach to withdrawing children from the street and creating a protective environment for vulnerable children. Aims to assist governments in implementing existing laws and developing new ones where necessary.(88) In 2015, ECOWAS launched the project at a workshop in Dakar.(26)
GINDDI Center†	MWFC-run shelter that serves abused and vulnerable children, including runaway talibés, street children, and child trafficking victims.(29-31, 61, 63) Provides food, education, vocational training, family mediation, and medical and psychological care.(5, 26, 31, 36, 61, 63)
Children's Halfway Houses†	MOJ-run transit houses in Dakar, Pikine, and Saint-Louis that provide monitoring, education, and rehabilitation and reintegration services for victims of child trafficking.(26)

* Program was launched during the reporting period.

† Program is funded by the Government of Senegal.

Although the Government of Senegal has implemented programs to address child trafficking and forced begging, research found no evidence that the Government has carried out programs to assist children in domestic work, agriculture, or mining. Resource constraints further hampered the Government's efforts to fully implement existing programs.(10, 14, 18, 30, 63, 79)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Senegal (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that penalties for child labor violations, including the worst forms, are stringent enough to serve as a deterrent.	2014 – 2015
Enforcement	Make statistics regarding the enforcement of child labor laws publicly available, including the number and type of inspections and investigations conducted, violations found, and penalties imposed.	2013 – 2015
	Significantly increase the number of labor inspectors responsible for enforcing laws related to child labor in accordance with the ILO recommendation, and ensure adequate funding in order to fulfill their mandate.	2010 – 2015
	Strengthen the labor inspectorate by proactively planning labor inspections, including in the informal economy.	2014 – 2015
	Ensure that law enforcement officials and judges know how to appropriately apply the Law Concerning the Fight Against Trafficking in Persons, and that all penalties are applied according to the law, including those against forced begging.	2010 – 2015
	Establish a mechanism to log all calls to the MWFC child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2015
Coordination	Ensure the effectiveness of coordinating mechanisms on child labor by providing adequate resources, support, and distinct scopes of responsibility.	2010 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
Social Programs	Ensure all children have access to education by eliminating school-related fees, building schools in rural areas, training additional teachers, and ensuring that all children have access to birth registration and that schools are free from sexual abuse.	2011 – 2015
	Institute programs to address child labor in domestic work, agriculture, and mining, and ensure adequate funding is available to support existing programs targeting the worst forms of child labor, including forced begging.	2010 – 2015

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Serbia

MINIMAL ADVANCEMENT

In 2015, Serbia made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted changes to the Inspection Surveillance Law, which grants the Labor Inspectorate broader and increased authority to inspect unregistered business entities. However, children in Serbia are engaged in child labor, including in begging. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation as a result of human trafficking. The Government lacks a national policy to combat child labor. The Council for Combating Trafficking in Human Beings did not meet during the reporting period, and, although the National Council for Children's Rights held two meetings, these did not result in substantive action to reduce child labor in the country.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Serbia are engaged in child labor, including in begging. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation as a result of human trafficking.(1-3) Table 1 provides key indicators on children's work and education in Serbia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.0 (54,045)
Attending School (%)	5-14 yrs.	92.5
Combining Work and School (%)	7-14 yrs.	6.7
Primary Completion Rate (%)		101.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (6, 7)
Industry	Manufacturing,* activities unknown (8)
	Construction,* activities unknown (8)
	Mining* and quarrying* (8)
Services	Street work, including washing cars, collecting scrap material,* vending,* and begging (7, 9-12)
	Wholesale and retail trade* (8)
	Repairing motor vehicles* (8)
	Working in food service,* information and communication,* and transportation and storage* (8)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation as a result of human trafficking (1-3, 10, 11, 13, 14)
	Forced begging, sometimes as a result of human trafficking (2, 3, 7, 11, 13)
	Use in the production of pornography* as a result of human trafficking* (1, 11)
	Domestic work as a result of human trafficking* (2, 3)
	Use in illicit activities, including in petty crime* (3, 11)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In 2015, more than 500,000 irregular migrants and asylum seekers, of whom the Ministry of the Interior (MOI) reported 96 percent were Syrians, Afghans, and Iraqis, transited through Serbia.(3, 15, 16) The Government identified one migrant as a victim of human trafficking and received anecdotal reports of child migrants being trafficked and subjected to commercial sexual exploitation and forced labor.(3, 11) Asylum seekers and individuals granted asylum are allowed to access primary and secondary education for free; however, asylum-seeking children residing in the Asylum Centers were not being enrolled in school during the reporting period.(12) Children of migrant and asylum-seeking families and unaccompanied children were vulnerable to trafficking for labor exploitation, including child labor, particularly if they were not enrolled in school.(11, 15) Serbian child trafficking victims, particularly those from Roma communities, were trafficked internally, often by family members, to engage in the worst forms of child labor.(2) Other than child trafficking victims, children who are most vulnerable to child labor include children from the Roma population; those from low-income families, particularly in poor, rural communities; and those who the Government has placed into foster care because they are at risk of re-engaging in child labor in the future.(17)




Individuals at risk of statelessness, particularly Romani parents and their children, often lack birth registration and documentation, which restricts their access to basic social services such as health care and education.(7, 12, 18) Economic hardship; ethnic discrimination against minorities; language barriers; and placement in special, non-mainstream schools discourage some children from attending school, especially Romani girls.(7, 12, 18) Although a technical working group exists to streamline complex registration procedures for undocumented minorities, including the registration of children whose parents are not registered, judges, registrars, and social workers still need to be trained to implement the revised procedures properly.(7, 19)

Constitutional and legal protections prohibit discrimination in education against individuals with disabilities.(7, 18, 20) However, individuals with disabilities remained one of the most vulnerable social groups in Serbia and faced difficulty accessing education, partly due to deeply entrenched social prejudices. More than 50 municipalities in the country lacked adequate funding to support inclusive education for children with disabilities.(7, 18) Children who do not have access to education are at an increased risk of exploitation in the worst forms of child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Serbia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 24 of the Labor Law of the Republic of Serbia; Article 66 of the Constitution of the Republic of Serbia (20, 21)
Minimum Age for Hazardous Work	Yes	18	Article 25 of the Labor Law of the Republic of Serbia; Article 66 of the Constitution of the Republic of Serbia (20, 21)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 25, 84, 87, and 88 of the Labor Law of the Republic of Serbia (21)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 26 of the Constitution of the Republic of Serbia (20)
Prohibition of Child Trafficking	Yes		Article 388 of the Criminal Code of the Republic of Serbia; Article 26 of the Constitution of the Republic of Serbia (20, 22)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 112 and 183–185 of the Criminal Code of the Republic of Serbia (22)
Prohibition of Using Children in Illicit Activities	Yes		Article 388 of the Criminal Code of the Republic of Serbia (22)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 4 of the Law on Military, Labor, and Material Obligation (23)
Minimum Age for Voluntary Military Service	Yes	18	Article 39 of the Law on the Army (24-26)
Compulsory Education Age	Yes	15‡	Article 71 of the Constitution of the Republic of Serbia; Articles 94 and 98 of the Law on the Foundations of the Education System (20, 27)
Free Public Education	Yes		Article 71 of the Constitution of the Republic of Serbia; Article 91 of the Law on the Foundations of the Education System (20, 27)

‡ Age calculated based on available information.

In 2015, the Government amended the Inspection Surveillance Law to broaden and increase the Labor Inspectorate's authority to conduct inspections of unregistered business entities.(11)

According to Article 84 of the Labor Law, all children under age 18 are prohibited from strenuous physical work underground, underwater, or at excessive heights, work that may expose them to toxic substances or other health hazards, and activities that are judged by a competent health authority to be harmful. In addition, all children under age 18 may not work longer than 35 hours per week or during the night, with some exceptions.(21)

Article 71 of the Constitution makes primary education mandatory for all children. As defined by the Law on the Foundations of the Education System, primary education lasts eight years, beginning between age 6 and 8.(20, 27) Because children most commonly begin school at age 7, compulsory education is typically completed at age 15.(28)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Employment, Veteran and Social Affairs Labor Inspectorate	Enforce labor laws and conduct inspections, including those related to child labor.(29)
Ministry of the Interior (MOI)	Enforce laws prohibiting commercial sexual exploitation and human trafficking through the Organized Crime Police Force and the Border Police Force. Oversee the General Police Directorate, which consists of 27 local police directorates, all of which have dedicated anti-trafficking units.(3, 30, 31)
State Prosecutor's Office	Lead investigations on human trafficking cases and exchange information through a network of 27 local prosecutors and two NGOs.(30) Provide financial support to the Center for Human Trafficking Victims' Protection by collecting fees from defendants in minor criminal cases.(32)
Ministry of Labor, Employment, Veteran and Social Affairs' Center for Human Trafficking Victims' Protection	Identify and rescue child trafficking victims and children at risk of being trafficked, conduct needs assessments, and refer victims to social services. Maintain records on its beneficiaries and the services they received through a database, and contribute to research projects that relate to trafficking.(3) Includes the Agency for Coordination of Protection of Trafficking Victims and the Urgent Reception Center for Trafficking Victims. In 2015, this center distributed new indicators of trafficking in persons to social protection providers and criminal law enforcement personnel.(3) The Center for Human Trafficking Victims' Protection resolved a legal dispute over physical property of the Urgent Reception Center, although the timeline for when its planned renovation will be completed and availability to human trafficking victims remains unclear. When fully operational, the Urgent Reception Center will provide temporary accommodations for child trafficking victims; however, it is not a specialized shelter for children.(3)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Parliamentary Committee on Children	Review all draft legislation pertinent to children's rights to ensure that legislation is aligned with international norms and standards. Monitor the implementation of the child-related provisions of all laws.(17) Report to the UN CRC.(17)
Deputy Ombudsman for Children's Rights, Office of the Protector of Citizens	Monitor and conduct research on the situation of children's rights in Serbia. Produce reports on child begging, promote inclusive education of children and legal prohibition of corporal punishment, and manage the drafting of a comprehensive law on children's rights for parliamentary approval.(25)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Serbia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (29)	Unknown* (11)
Number of Labor Inspectors	241 (33)	238 (11)
Inspectorate Authorized to Assess Penalties	Yes (30)	Yes (11)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (34)	No (3)
■ Training on New Laws Related to Child Labor	Unknown (34)	No (3)
■ Refresher Courses Provided	Unknown (34)	No (3)
Number of Labor Inspections	52,863 (33)	55,396 (11)
■ Number Conducted at Worksite	Unknown (34)	Unknown (11)
■ Number Conducted by Desk Reviews	Unknown (34)	Unknown (11)
Number of Child Labor Violations Found	25 (33)	36 (11)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (34)	Unknown* (11)
■ Number of Penalties Imposed That Were Collected	Unknown (34)	Unknown (11)
Routine Inspections Conducted	Yes (29)	Yes (29)
■ Routine Inspections Targeted	Unknown (34)	Unknown (11)
Unannounced Inspections Permitted	Unknown (34)	Unknown (11)
Unannounced Inspections Conducted	Unknown (34)	Unknown (11)
Complaint Mechanism Exists	Yes (29)	Yes (29)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (34)	Yes (11, 34)

*The Government does not make this information publicly available.

In 2015, the Labor Inspectorate completed 36,841 labor inspections and 18,555 security and health inspections, totaling 55,396 inspections. According to the Serbian Business Registers Agency, Serbia has 338,186 business entities, which means that each inspector covers 1,398 business entities.(11) Research found that the Labor Inspectorate generally lacked funding to provide specialized training and the necessary equipment, such as computers and vehicles, to facilitate adequate enforcement of laws prohibiting child labor.(6, 11, 35)

The Labor Inspectorate reported 36 child labor violations involving children between age 15 and 18 who were working without required parental or guardian approvals or health certificates. Research did not determine whether these children were involved in hazardous work.(11) If children are identified in situations of exploitative labor, they may be referred to receive social services at a center for social work, found in every locality.(11, 31)

Research found that inspectors were sometimes denied the right to enter a workplace to conduct inspections, especially in new private enterprises.(36)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Serbia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (31, 32)	Yes (3)
Number of Investigations	128 (14)	Unknown
Number of Violations Found	13 (34)	19 (11)
Number of Prosecutions Initiated	13 (14)	Unknown
Number of Convictions	Unknown	21 (37)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

The curriculum for internal police training programs and seminars, which includes basic police training, incorporates information on combating human trafficking. Police officers and consular and border officials who process immigration cases are also provided with training on human trafficking.(3) In 2015, the Center for Human Trafficking Victims' Protection partnered with the IOM to provide training on human trafficking to professionals assisting migrants in Presevo, Miratovac, and other parts of the country, training a total of 445 officials.(3)

Criminal law enforcement personnel responsible for investigating cases of human trafficking dedicated the majority of their time and resources to cases of human smuggling related to the migration crisis, which diminished their ability to investigate and prosecute human trafficking cases.(3) Although 17 of the 27 police directorates in the country have established teams comprising police, prosecutors, social workers, health workers, and local NGOs to combat human trafficking and to provide support to potential victims, a source reported that many of these teams were inactive during the reporting period.(3, 38)

The Center for Human Trafficking Victims' Protection worked to formally identify child trafficking victims. Social Welfare Centers, the primary provider of social services to human trafficking victims, had mandatory involvement in cases of child trafficking victims.(3) Both entities worked together to draft a protection plan in consultation with the victim. However, a source reported that both the Center for Human Trafficking Victims' Protection and the Social Welfare Centers lacked specialized care for child victims.(3)

In 2015, the Center for Human Trafficking Victims' Protection either returned child trafficking victims to their families, placed these children into foster care, or provided accommodations to them in one of two Centers for Children without Parental Care, based in Belgrade and Novi Sad. In practice, Social Welfare Centers were unable to remove children from their families, even in cases where there was evidence that the child had been trafficked or exploited by family members.(3)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Council for Children's Rights	Coordinate government efforts to address and prioritize children's issues in Serbia, including child labor, by monitoring and evaluating government institutions' activities; providing monthly reports to the government on child labor and other children's rights issues; and suggesting policy solutions. The Council includes representatives from international organizations and various government ministries.(33)
National Council for Combating Trafficking in Human Beings	Chaired by the MOI, this council sets government policies against trafficking in persons. The National Coordinator for Combating Trafficking in Persons (National Anti-Trafficking Coordinator) acts as the Secretary of the Council and manages the work of the Implementation Team.(3) Members of this team include the Ministers of the Interior; Finance; Labor, Employment, Veteran, and Social Affairs; Health; Justice; Economics; Education, Science, and Technical Development; and Youth and Sport, as well as other government representatives from the Republic Public Prosecutor's Office, the Office for Human and Minority Rights, the Security Information Agency, the Commissariat for Refugees and Migration, the Social Inclusion and Poverty Reduction Team, and the Center for Human Trafficking Victims' Protection. The Government intends for civil society organizations to participate as equal partners in the work of the Implementation Team through the appointment of five NGO officials and one Serbian Red Cross official.(3) In 2015, the Government appointed a new president for this council.(11, 16)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
National Anti-Trafficking Coordinator	Implement the policies of the Council for Combating Trafficking in Human Beings and coordinate the day-to-day efforts of the Implementation Team to combat human trafficking. Based in the MOI.(3, 30)
Office for the Coordination against Trafficking in Persons*	Created by the MOI, this office will be a part of the General Police Directorate. Although the Government did not hire staff, provide resources, or outline the office's mandate during the reporting period, it intends to appoint the National Anti-Trafficking Coordinator to be this office's director.(3)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

During the reporting period, the Council for Children's Rights was ineffective in coordinating government efforts to address child labor. The two meetings this body held in 2015 did not lead to substantive action on reducing child labor in the country.(11) In addition, while the Council established a working group in November 2014 that would be responsible for developing an action plan to address the issue of children who beg on the streets, this working group did not hold any meetings during the reporting period.(11, 33) The Council for Combating Trafficking in Human Beings also did not meet in 2015.(3)

Research found that the National Anti-Trafficking Coordinator was not provided with a budget or a formal work plan and also holds a position as the head of migration for the MOI's Border Police Department. Although the Coordinator was active throughout the reporting period, these constraints on time and financial resources limited the scope of work and prevented the Coordinator from addressing issues such as police investigations, prosecutions, or the protection of trafficking victims.(3, 30) In addition, as an MOI official, the National Anti-Trafficking Coordinator's independence is limited because the Cabinet of the Minister of the Interior must provide approval before the Coordinator can work or meet with non-Serbian government officials or organizations.(3, 30)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Serbia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Strategy for the Improvement of the Status of Roma in the Republic of Serbia (2009–2015)*	Aimed to improve the status of Roma people in Serbia in housing, education, employment, and health.(39) Sought to include representatives from Roma communities in the process of policy implementation. Resulted from the signing of the Declaration of the Decade of Roma Inclusion (2005–2015) in 2005.(39)
Anti-Discrimination Strategy and Action Plan (2013–2018)	Seeks to prevent discrimination and improve the situation of nine vulnerable groups, including children and ethnic minorities. Targets children subjected to multiple forms of discrimination, such as Roma children, refugees and internally displaced children, and victims of human trafficking and commercial sexual exploitation, including those used in the production of pornography.(40, 41) In 2015, the Government formed a council for monitoring the Action Plan, and established and trained key points of contact for this work at the ministry- and local-level.(38)
Special Protocol on the Treatment of Trafficking Victims by Judicial Authorities	Aims to provide judicial officials with clear guidance to facilitate adequate treatment of trafficking victims.(42)
National Plan of Action for Children and General Protocol on Child Protection from Abuse and Neglect (2005–2015)*	Established policies to promote a quality education for all children and to protect children from abuse, neglect, exploitation, and violence. Associated protocols included the Special Protocol on Behavior of Law Enforcement Officers in Protecting Juvenile Persons from Abuse and Neglect and the Special Protocol on Protection of Children Accommodated in Social Care Institutions.(25)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

During the reporting period, the Government continued to draft the National Strategy for Preventing and Combating Trafficking in Persons for 2014–2020 (National Strategy) and its accompanying Action Plan for 2014–2015; however, the National Assembly did not adopt either the National Strategy or the Action Plan in 2015.(3, 30, 32, 33) The Government reported that the new National Strategy and its Action Plan will incorporate policy positions from the previously proposed National Strategy to Prevent and Protect Children from Trafficking and Exploitation for Pornography and Prostitution (2012–2016).(8) There has not been an up-to-date National Strategy in place since 2011.(11)

Serbia

MINIMAL ADVANCEMENT

According to census data from 2011, the most current data available, 147,604 individuals of Roma ethnicity, or 2.05 percent of the total population, reside in the country.(43) Research found that although the Government of Serbia has formulated strategies in the context of the Decade of Roma Inclusion, its commitment to implementation of these strategies has been low. In particular, the Strategy for the Improvement of the Status of Roma in the Republic of Serbia did not sufficiently address housing issues for Romani people in Serbia who have been forcibly evicted or are at risk of eviction from informal settlements.(33, 44-46)

National Plan of Action for Children and General Protocol on Child Protection from Abuse and Neglect (2005–2015) expired on December 31, 2015, and research found no indication that the Government started developing a new one during the reporting period.(11)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Serbia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Allowance Program†	Government cash benefits program for poor families, conditional on school enrollment for children ages 7 and older. Provides a regular allowance of approximately \$25 per child, and \$32 per child with single parents. There is also an allotment for parents equal to \$351 for single child families, \$1,372 for families with two children, \$2,471 with three, and \$3,294 for four or more.(25, 38, 47)
Country Level Engagement and Assistance to Reduce Child Labor (CLEAR)*	USDOL-funded capacity building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards; improve monitoring and enforcement of laws and policies related to child labor; develop, validate, adopt, and implement a National Action Plan on the elimination of child labor; and enhance the implementation of national and local policies and programs aimed at the reduction and prevention of child labor in Serbia.(48)
Global Research on Child Labor Measurement and Policy Development (MAP)	USDOL-funded research project implemented by the ILO in 10 countries, including Serbia, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity of the Government to conduct research in this area.(49) In 2015, the project identified and provided training to an implementing partner in preparation for conducting a rapid assessment of child labor in the Roma community.(49)
Assistance to Roma Children in Education†	Ministry of Education program that seeks to improve the school attendance rate of Roma children. Includes a Serbian language training component to help Roma students integrate into the school environment.(25)
Programs Under the Social Security Law†	Government program that provides a range of social services, including assistance to trafficking victims. (50) Requires Social Services Centers in 140 communities to maintain 24-hour duty shifts in order to protect children from abuse and neglect, including Roma children.(8, 51)
Local Communities Against Trafficking†	\$180,000 IOM and Swiss Development Agency-funded project, implemented by the MOI in collaboration with NGOs. Establishes multisector anti-trafficking teams to improve prevention and protection efforts at the local level.(52) Teams consist of representatives from local police departments, the Higher Public Prosecutor's Office, the Social Welfare Center, the Red Cross, various health institutions, the local branch of the National Employment Agency, schools, civil society organizations, and other local authorities.(14, 31) There are 17 teams total throughout the country, however a source reported many of these teams were inactive in 2015.(38)
Strengthening the Identification and Protection of Victims of Trafficking	IOM, Center for Human Trafficking Victims' Protection, and Ministry of Internal Affairs project that contributes to the implementation of the National Anti-Trafficking Strategy by improving mechanisms for the prevention and identification of victims of human trafficking. Establishes general and specific monitoring indicators.(14)
Anti-Trafficking Efforts†	Government programs that provide support to victims of human trafficking, including through maintaining a national anti-trafficking Web site and hotline; providing foreign and domestic trafficking victims with access to social services and medical care, as well as witness and victim protection services; and providing accommodation for child trafficking victims in two Centers for Children Without Parental Care.(17, 31, 53) Government officials reported that during 2015, migrants in Asylum Centers in Presevo and Subotica received informational materials on their rights and ways to report violations, including those involving human trafficking, from the Ministry of Labor, Employment, Veteran, and Social Affairs, and the Center for Human Trafficking Victims' Protection.(11)
Protection for Street Children†	Government programs that establish teams within local centers for social services to provide protection for children living and working on the streets.(29) Teams include representatives from the MOI, health care professionals, educators, and social workers.(29) A total of 32 local governments established 92 teams; preparations for an additional 35 teams were ongoing.(29)

† Program is funded by the Government of Serbia.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Serbia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

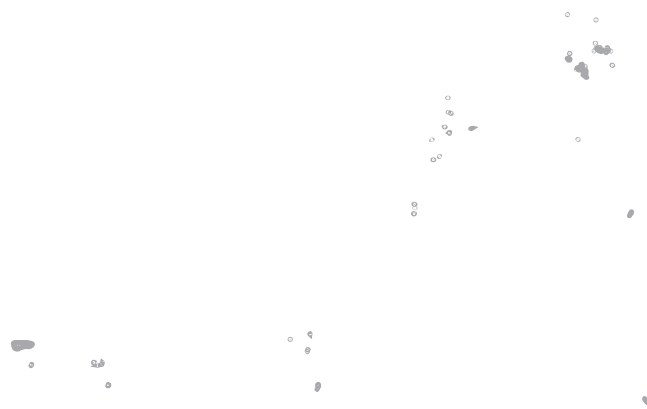
Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that labor inspectors have the necessary training, tools, and equipment to conduct thorough investigations on laws related to child labor.	2010 – 2015
	Make information regarding child labor and criminal law enforcement, including the amount of funding for the Labor Inspectorate, the number of child labor violations for which penalties were imposed, whether unannounced inspections are permitted or conducted, the number of criminal law investigations conducted, and the number of criminal prosecutions initiated, publicly available.	2015
	Ensure that the Labor Inspectorate has the ability to enter and inspect any registered or unregistered workplace for child labor violations, as guaranteed by law.	2014 – 2015
	Ensure that local teams of police, prosecutors, social workers, health workers, and local NGOs to combat human trafficking are used in the police directorates in which they have been established.	2015
	Ensure that staff members at the Center for Human Trafficking Victims' Protection and Social Welfare Centers have sufficient capacity to address the specific needs of child trafficking victims.	2015
Coordination	Ensure that coordinating mechanisms to combat child labor, including its worst forms, such as the Council for Children's Rights and the Council for Combating Trafficking in Human Beings, fulfill their mandate.	2013 – 2015
	Ensure that the National Anti-Trafficking Coordinator has sufficient resources to effectively address key coordination issues such as police investigations, prosecutions, and the protection of trafficking victims, and increase the National Anti-Trafficking Coordinator's independence.	2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2013 – 2015
	Adopt a new national strategy and action plan for preventing and combating human trafficking in Serbia.	2013 – 2015
Social Programs	Conduct comprehensive research to describe the specific work activities carried out by children in the agriculture, industry, and informal sectors to inform policy and program design.	2013 – 2015
	Address barriers to education, including problems with safety; access and discrimination for children with disabilities; and access for migrant and minority populations, particularly unaccompanied minors, asylum seekers, and Roma, due in part to a lack of birth registration documentation, to reduce these children's vulnerability to trafficking and labor exploitation.	2014 – 2015
	Improve methods of educating and guiding families in need about the requirements for proper registration and documentation in order to receive social assistance; ensure that the revised registration procedures are implemented efficiently and properly.	2011 – 2015
	Complete the necessary steps to make the Urgent Reception Center to protect child victims of human trafficking operational; ensure that it is fully funded to carry out its mission; and develop and implement procedures to address the specific needs of child trafficking victims.	2013 – 2015
	Ensure that the Center for Human Trafficking Victims' Protection and Social Welfare Centers have adequate capacity to address the specialized needs of child trafficking victims, including the ability to remove children from their families in cases when family members have participated in trafficking or exploiting a child.	2015
	Implement the commitments of the Decade of Roma Inclusion by providing for basic needs, such as adequate housing for Roma families that face eviction or have been evicted.	2011 – 2015

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In 2015, Seychelles made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government established a Child Protection Team within the Police Department and continued to fund social programs that include the goal of eliminating or preventing child labor, including its worst forms. However, although research is limited, there is evidence that children are engaged in the worst forms of child labor in Seychelles. The Government has not established a minimum age for hazardous work nor has it determined hazardous occupations or activities prohibited for all children. In addition, law enforcement agencies do not have sufficient resources to adequately enforce child labor laws.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children are engaged in the worst forms of child labor in Seychelles.(1-5) Table 1 provides key indicators on children's work and education in Seychelles. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		112.1

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(6)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking* (2-5)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




Children in Seychelles, predominantly girls, are induced into commercial sexual exploitation by peers, family members, and pimps. Migrant workers and foreign tourists contribute to the demand for commercial sex, particularly on the main island of Mahé.(3, 4, 8, 9) Seychellois children engage in commercial sexual exploitation in nightclubs, bars, guesthouses, hotels, brothels, and on the street. Children under age 18 who are addicted to drugs are vulnerable to being forced into commercial sexual exploitation.(3-5, 8)

Limited evidence suggests that the lack of school infrastructure and limited availability of teachers impede access to education, which may increase the vulnerability of children to the worst forms of child labor.(10, 11)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Seychelles has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 31 of the Constitution; Article 21 of the Conditions of Employment Regulations (12, 13)
Minimum Age for Hazardous Work	No		
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 251 of the Penal Code; Articles 3–4 of the Prohibition of Trafficking in Persons Act (14, 15)
Prohibition of Child Trafficking	Yes		Article 4 of the Prohibition of Trafficking in Persons Act (15)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 152 and 245 of the Penal Code; Articles 2–4 of the Prohibition of Trafficking in Persons Act (14, 15)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 23 of the Defense Act (17)
Compulsory Education Age	Yes	16	Article 33 of the Constitution; Paragraph 4 of the Education (Educational Zones and Compulsory Education) Order (12, 18)
Free Public Education	Yes		Article 33 of the Constitution (12)

* No conscription (19)

Laws related to child labor are not completely consistent with international standards. Article 31(b) of the Constitution stipulates that the minimum age for dangerous, harmful, and unhealthy work should be higher than the minimum age for work of 15 years, although it does not specify an age.(12) Article 22(4) of the Conditions of Employment Regulations allows children ages 15 to 17 to work in the restaurant, tourism, or entertainment industries and at night with the written approval of a “competent officer,” although the legislation does not define “competent officer.”(3, 13)

The Attorney General’s office has established a committee to bring Seychelles’ national laws into harmony with ILO C. 182 on the worst forms of child labor.(20, 21) A more specific list of hazardous child labor activities that includes a provision to establish a minimum age for hazardous work at 18 has been developed but was not approved during the reporting period.(21-23)

The minimum age of 12 for light work is not in compliance with international standards. In addition, the law does not determine activities in which light work may be permitted, prescribe the number of hours per week for light work, and specify the conditions in which light work may be undertaken.(13, 22) A legal amendment to the Conditions of Employment Regulations that increases the minimum age for light work to 13 and includes specific light work provisions has been developed but was not approved during the reporting period.(22, 23)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Human Resources Development's Labor Monitoring and Compliance Unit	Enforce child protection and child labor laws, investigate complaints, and conciliate disputes between employers and workers.(24-26)
Police Department's Family Squad	Investigate criminal cases involving minors, including issues of commercial sexual exploitation. (3, 24, 27, 28)
Police Department's Child Protection Team*	Collaborate with the Department of Social Affairs to ensure that child abuse cases are addressed. Police officers and social workers may conduct investigations and begin legal proceedings against parents who put their children at risk for abuse.(5)
Department of Social Affairs' Child Protection Unit	Develop and implement programs to protect vulnerable children and monitor alleged violations of child labor laws, including those related to the worst forms of child labor.(3, 24, 27, 28)

* Agency responsible for child labor enforcement was created during the reporting period.

Labor Law Enforcement

In 2015, labor law enforcement agencies in Seychelles took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (5)
Number of Labor Inspectors	13 (5)	13 (5)
Inspectorate Authorized to Assess Penalties	No (5)	No (5)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (5)	Yes (5)
■ Training on New Laws Related to Child Labor	No (5)	N/A
■ Refresher Courses Provided	Yes (5)	Yes (5)
Number of Labor Inspections	1,668 (5)	949 (5)
■ Number Conducted at Worksite	1,638 (5)	898 (5)
■ Number Conducted by Desk Reviews	30 (5)	51 (5)
Number of Child Labor Violations Found	0 (5)	0 (5)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (5)	Yes (5)
■ Routine Inspections Targeted	No (5)	No (5)
Unannounced Inspections Permitted	Yes (29)	Yes (5)
Unannounced Inspections Conducted	Yes (5)	Yes (5)
Complaint Mechanism Exists	Yes (5)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (5)	Yes (5)

Reports indicate there is a lack of trained staff, equipment, transportation, and funding to conduct effective inspections and legal proceedings.(4, 30)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Seychelles took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown (5)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	Yes (31)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Investigations	Unknown	Unknown (5)
Number of Violations Found	Unknown	Unknown (5)
Number of Prosecutions Initiated	Unknown	Unknown (5)
Number of Convictions	Unknown	Unknown (5)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (31)

Reports indicate there is a lack of trained staff, equipment, transportation, and funding to effectively conduct criminal law enforcement efforts related to the worst forms of child labor.(31, 32)

In May 2015, the Government developed standard operating procedures and a referral mechanism to help law enforcement officials identify human trafficking victims and refer them to the appropriate social service providers.(31)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Coordinating Committee on Trafficking in Persons	Coordinate actions against trafficking in persons and guarantee protection of victims at the national level. Committee members are appointed by presidential order.(3, 4) The Committee is chaired by the Ministry of Social Affairs and includes representatives from the Police Force, Immigration, and Civil Status Department; the Attorney General's Office; and the Ministries of Labor and Human Resource, Foreign Affairs, and Customs. Also includes non-governmental stakeholders.(15) During the reporting period, the Committee met multiple times to develop a victim assistance tool and implement awareness raising campaigns on human trafficking.(4)
National Council for Children	Monitor the implementation of government policies to protect the rights of children and coordinate social programs for victims of child abuse.(20, 24) The Council is a semi-autonomous body established by the National Council of Children Act of 1981.(26, 33) Board members are appointed by the President and include representatives from government ministries and civil society organizations.(24) In November 2015, the Council participated in a meeting organized by the Government to review progress on implementing the UN CRC.(5)
National Commission for Child Protection	Implement, coordinate, and monitor government efforts on child protection.(28) The Commission is chaired by the Ministry of Social Affairs and includes representatives from the Attorney General's Office, Health Department, Police Force, Family Tribunal, and Ministry of Education and Youth. Also includes non-governmental stakeholders. The Commission met regularly during the reporting period (2, 23, 34)

During the reporting period, the National Coordinating Committee on Trafficking in Persons did not receive dedicated funding, which affected its ability to implement the National Action Plan.(4)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Seychelles has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Strategic Framework and Action Plan to Combat Trafficking in Persons (2014–2015)	Aimed to raise awareness, prosecute perpetrators, improve victims' access to protection and assistance services, build capacity of stakeholders, and strengthen cooperation among relevant stakeholders to prevent and combat trafficking in persons.(35)
National Social Renaissance Plan of Action (2012–2016)	Establishes a 5-year roadmap in the areas of education, health, employment, human resource development, social affairs, community development, and security.(1) Includes provisions to decrease violations of children's rights, bolster child protection, and enhance services to victims of commercial sexual exploitation, including child victims.(1) Implemented and monitored by the Ministries of Home Affairs; Health; Community Development; Education; and Labor and Human Resources Development, among other agencies.(36)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
National Employment Policy and Strategies	Incorporates policies to increase employment opportunities for youth and expand programs to assist women, children, and vulnerable groups.(24, 37, 38) Also aims to develop a list of hazardous occupations prohibited for children. Implemented and monitored by the Ministry of Labor and Human Resources Development.(37)
Education Sector Strategic Plan (2013–2017)*	Sets out a comprehensive roadmap to improve the quality of, and access to, primary and secondary education. Overseen by the Ministry of Education.(38)
Social Security Benefits*	Provides periodic payments to vulnerable children, including orphans.(39)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Seychelles funded programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Commercial Sexual Exploitation of Children Awareness Raising†	Government program that implements awareness-raising activities aimed at youth. Focuses on the dangers of commercial sexual exploitation.(4)
Juvenile Project of Child Rehabilitation†	Joint effort by the Ministry of Education and the Department of Social Development to serve vulnerable children, including school dropouts. Provides a package of services, including education and psychological care.(20)
Transportation Subsidy†	Government-funded program that subsidizes bus fares for vulnerable students who live more than three kilometers from school buildings.(9, 28)
Technical and Vocational Education and Training Program†	Government-implemented training program for secondary school students 16 years and older who have difficulty with traditional school curricula. Aims to deter students from dropping out of school.(20)

† Program is funded by the Government of Seychelles.

Although the Government has a program to address commercial sexual exploitation, the scope of this program is insufficient to address the full extent of the problem, including the commercial sexual exploitation of children associated with tourism.(20)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Seychelles (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure the law specifically prohibits hazardous work for all children under age 18.	2011 – 2015
	Determine hazardous occupations or activities prohibited for all children in consultation with employers' and workers' organizations.	2009 – 2015
	Eliminate legal provisions that potentially allow for children between the ages of 15 and 17 to engage in hazardous work, and ensure the law provides a clear definition of a "competent officer."	2010 – 2015
	Ensure the law criminally prohibits the use, procurement, and offering of a child in the production and trafficking of drugs.	2015
	Raise the minimum age for light work to 13 and ensure that the law's light work provisions determine activities in which light work may be permitted, prescribe the number of hours per week for light work, and specify the conditions in which light work may be undertaken to comply with international standards.	2015
Enforcement	Make information publicly available regarding the labor inspectorate's funding; training for criminal investigators; and the number of investigations undertaken, violations found, prosecutions initiated, and convictions achieved.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen labor law enforcement by authorizing the inspectorate to assess penalties and initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015
	Ensure adequate funding, human resources, training, and equipment for law enforcement agencies.	2014 – 2015
Coordination	Ensure that the National Coordinating Committee on Trafficking in Persons receives adequate funding to fulfill its mission.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Strategic Plan and the Social Security Benefits.	2014 – 2015
Social Programs	Conduct research to better understand the extent and nature of the worst forms of child labor in Seychelles.	2013 – 2015
	Increase access to education by increasing school infrastructure and teacher availability.	2014 – 2015
	Expand the scope of programs to address the commercial sexual exploitation of children, including exploitation associated with tourism.	2011 – 2015

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Sierra Leone

MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN POLICY THAT DELAYED ADVANCEMENT

In 2015, Sierra Leone made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Sierra Leone is receiving this assessment because it implemented a regression in policy that delayed advancement in eliminating the worst forms of child labor. Girls who were pregnant were prohibited by a Government policy from taking secondary and post-secondary school entrance exams or attending regular public schools during the reporting period, making them more vulnerable to the worst forms of child labor. Otherwise, the Government made efforts by launching its National Ebola Recovery Strategy and finalizing its human trafficking database and a National Referral Mechanism to assist victims of human trafficking. Children in Sierra Leone are engaged in child labor, including in agriculture, and in the worst forms of child labor, including in diamond mining. Sierra Leone's laws do not adequately protect children from involvement in hazardous work and the country does not have an approved national action plan on child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Sierra Leone are engaged in child labor, including in agriculture.(1, 2) Children are also engaged in the worst forms of child labor, including in diamond mining. Children working in the mining sector load, carry, and wash and sieve gravel.(1) Other children in this sector hawk or deliver goods, perform errands, or are exploited in commercial sexual exploitation.(1, 3)

Table 1 provides key indicators on children's work and education in Sierra Leone.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	51.3 (897,142)
Attending School (%)	5-14 yrs.	67.0
Combining Work and School (%)	7-14 yrs.	43.3
Primary Completion Rate (%)		69.5

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from the Demographic and Health Survey, 2013.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming of coffee, cocoa, and palm oil, including clearing fields, planting, weeding, harvesting, and transporting these products (6-10)
	Fishing,* including deep-sea fishing,*† mending nets,* and working on boats in the open sea*† (1, 3, 11)
Industry	Mining† for alluvial diamonds, sand,* gold,* including loading gravel* in sacks or basins, carrying sacks on their heads,* washing,* and sieving* (1, 10, 12-14)
	Quarrying† and crushing stone,* including granite, and transporting gravel* (1, 3, 10, 15, 16)
	Construction, activities unknown (1, 2)
	Manufacturing,† activities unknown (2)
Services	Scavenging scrap metals and recyclable materials from dumpsites (1, 10)
	Domestic work (1, 10)
	Street work, including begging, trading, and selling goods (1-3, 10, 17)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Portering, including carrying heavy loads† (1, 10, 17)
	Working as apprentices,* including in auto-repair shops and on transportation vehicles (poda poda) (1, 2)
Categorical Worst Forms of Child Labor‡	Forced begging, sometimes as a result of human trafficking (1, 10, 18)
	Forced domestic work,* sometimes as a result of human trafficking* (18, 19)
	Forced stealing* (1, 10)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 10, 20)
	Forced labor in agriculture* and at granite* and alluvial diamond mines, sometimes as a result of human trafficking (1, 10, 18, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Sierra Leone is a source, transit, and destination country for children trafficked for forced labor and commercial sexual exploitation.(3, 20) Children are trafficked mostly from rural to urban areas for commercial sexual exploitation, domestic work, and petty trading.(3) Children are also trafficked internally for forced labor in agriculture and diamond mines and for begging.(3) Children from neighboring West African countries are trafficked to Sierra Leone for begging, forced labor in mining and portering, and commercial sexual exploitation.(3) Sources indicate that during the reporting period, cross-border human trafficking increased, including trafficking of girls from Sierra Leone to Guinea for labor exploitation and of boys and girls to The Gambia for “cultural dancing.”(21)

According to the Education Act, the Government has established the right to free basic education; however, in practice, families pay for their children’s uniforms, supplies, transportation, and other school costs.(1, 10, 22, 23) Some children work part-time to help cover these costs.(22) Other factors that limit children’s access to education are a lack of schools, early pregnancy, motherhood and marriage, sexual abuse from teachers, and poor school conditions.(1, 10, 24–26) Although the Persons with Disability Act prohibits discrimination in education, children with disabilities in Sierra Leone are less likely to attend school than other children due to discrimination and inadequate school facilities, which may make them more vulnerable to involvement in child labor.(10, 26, 27)

In 2015, the Government continued to redirect its resources to address an outbreak of Ebola Virus Disease (EVD), which adversely affected thousands of children in the country.(18) Although Sierra Leone reopened its public schools on April 14, 2015, after a 9-month closure due to the EVD outbreak, the Government implemented a policy that prohibits pregnant girls from taking secondary and post-secondary school entrance exams or attending regular public schools. This policy was carried out despite a significant increase in pregnancies among girls during the EVD outbreak.(28) The policy may make pregnant girls more vulnerable to involvement in child labor, including its worst forms. Other children in Sierra Leone have not returned to school since the reopening because they are working or because their families can no longer afford the costs of schooling.(29)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Sierra Leone has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor




Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 125 of the Child Rights Act; Section 52 of Chapter 212, Employers and Employed Act (30, 31)
Minimum Age for Hazardous Work	Yes	18	Sections 126 and 128 of the Child Rights Act; Sections 47–56 of Chapter 212, Employers and Employed Act (30, 31)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 128 of the Child Rights Act; Sections 47–56 of Chapter 212, Employers and Employed Act; Sections 164 and 170 of the Mines and Minerals Act (30-32)
Prohibition of Forced Labor	Yes		Part II, Section 2, and Part IV, Sections 14, 15, and 21 of the Anti-Human Trafficking Act Section 19 of the Constitution of Sierra Leone (33, 34)
Prohibition of Child Trafficking	Yes		Part II, Section 2, and Part IV, Sections 14, 15, and 21 of the Anti-Human Trafficking Act; Section 60 of the Child Rights Act (30, 34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 19–34 of the Sexual Offenses Act; Part II, Section 2, of the Anti-Human Trafficking Act (34, 35)
Prohibition of Using Children in Illicit Activities	Yes		Sections 7 and 13 of the National Drugs Control Act (36)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 28 of the Child Rights Act (30)
Compulsory Education Age	Yes	15	Section 3 of the Education Act; Section 125 of the Child Rights Act (23, 30)
Free Public Education	Yes		Section 3 of the Education Act; Section 9 of the Constitution of Sierra Leone; Section 11(c) of the Child Rights Act (23, 30, 33)

* No conscription (37)

Sierra Leone's hazardous work prohibitions are not comprehensive. The types of hazardous work prohibited for children do not adequately cover children's work in sectors in which child labor is known to occur, including in agriculture, construction, domestic work, transportation, street work, auto repair shops, and dumpsites, all of which may be undertaken in conditions that harm children's health, safety, or morals.(1) The Government has developed a list of hazardous work prohibited for children under age 18; however, the list has not been submitted for Cabinet approval.(21, 36)

In 2013, the Government prepared a National Action Plan on Human Trafficking that included a goal for strengthening provisions of its Anti-Trafficking Law, including those prohibiting domestic human trafficking; in 2014, the Government set up a task force to review and revise the law.(19, 38) Research did not find whether additional actions were taken on the Anti-Trafficking Law in 2015.

The Child Rights Act sets the minimum age for light work at 13 years; however, it does not specify the hours and conditions under which light work may be undertaken or limit the number of hours for light work.(30)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS)—Child Labor Unit	Supervise implementation of ILO C. 138 and 182 and formulate, implement, and monitor compliance with child labor regulations.(39) MLSS District Labor Officers are responsible for enforcing labor laws in the formal sector.(18)
Ministry of Mines and Mineral Resources	Enforce regulations against using child labor in mining. Authorized to suspend licenses of mining operators engaged in child labor.(10, 32)
Ministry of Social Welfare, Gender and Children's Affairs	Serve as lead agency to ensure child protection in country and in criminal law enforcement.(1, 18) Head National Trafficking In Persons Secretariat.(18)
Sierra Leone Police, Family Support Unit (FSU)	Investigate and prosecute various child labor crimes identified by monitors.(18)
Transnational Organized Crime Unit (TOCU)	Responsible for enforcing human trafficking cases and providing statistics and information on cases of human trafficking.(40)
District Councils	Enforce child labor laws in the informal sector.(1)
Village Child Welfare Committees	Promote awareness on child rights and report child welfare concerns to village and Government officials who are responsible for children's issues. Provide recommendations and instructions on the maintenance and support of specific village children. Address complaints and concerns of adults or children in the village.(30)

The Child Rights Act requires the establishment of a child welfare committee in every village, chiefdom, and district; however, these committees have only been established in a few parts of the country.(18, 30)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Sierra Leone took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (41)	Unknown (41)
Number of Labor Inspectors	22 (42)	18 (42)
Inspectorate Authorized to Assess Penalties	Yes (41)	Yes (41)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (41)	Yes (18)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (41)	Yes (18)
Number of Labor Inspections	200 (41)	250 (18)
■ Number Conducted at Worksite	200 (41)	250 (18)
■ Number Conducted by Desk Reviews	0 (41)	0 (41)
Number of Child Labor Violations Found	0 (16)	0 (18)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (21)	0 (18)
■ Number of Penalties Imposed That Were Collected	Unknown (21)	0 (18)
Routine Inspections Conducted	Yes (41)	Yes (41)
■ Routine Inspections Targeted	Yes (41)	Yes (41)
Unannounced Inspections Permitted	Yes (41)	Yes (41)
Unannounced Inspections Conducted	Yes (41)	Yes (41)
Complaint Mechanism Exists	No (41)	No (41)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (41)	Yes (41)

In 2015, the Ministry of Labor and Social Security (MLSS) had 18 labor inspectors.(42) These inspectors were largely responsible for enforcing laws in factories; however, less than 1 percent of children work in factories.(2) This year, the Government established regional child labor units in cities in the North (Makeni), East (Kenema), and South (Bo) and assigned a factory inspector to each unit, although most inspectors are still assigned to the Western Area of the country which has the lowest number of child laborers of

Sierra Leone

MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN POLICY THAT DELAYED ADVANCEMENT

any region in the country.(18, 42) According to the ILO recommendation of 1 inspector for every 40,000 workers in less developed economies, the Government of Sierra Leone should employ about 180 inspectors to adequately enforce labor laws throughout the country.(43-45) In addition, although the MLSS was provided with additional donor funds to purchase vehicles in 2015, the MLSS reported that it had insufficient funding, including resources for transportation, to adequately carry out its duties.(18)

In December 2015, the MLSS trained 40 newly recruited staff and other staff members on general labor administration, including child labor monitoring; however, officials reported that they did not believe this training was adequate.(18) Although the Government has a complaint line for issues related to child protection, it does not receive child labor complaints.(12)

Although the Ministry of Mines and Mineral Resources can conduct inspections of mines and revoke licenses from license holders who are found to be using child labor, reports indicated that the government did not effectively enforce these laws in the diamond mining sector.(20, 32)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Sierra Leone took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	No (18)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (19)	No (18)
Number of Investigations	Unknown	Unknown (46)
Number of Violations Found	Unknown	Unknown (46)
Number of Prosecutions Initiated	Unknown	Unknown (46)
Number of Convictions	Unknown	0 (18, 21)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Yes (21)

Reports indicate that criminal law enforcement in Sierra Leone, particularly to address human trafficking, is hampered by a lack of coordination, limited funding, and a lack of training among law enforcement personnel and the judiciary.(21) During the reporting period, most government agency resources, including those used for enforcing laws on human trafficking, forced labor, and commercial sexual exploitation, were diverted to address the EVD outbreak.(21)

According to one source, the Transnational Organized Crime Unit (TOCU) investigated nine cases of cross-border child trafficking for labor exploitation involving 16 victims in 2015, while the Sierra Leone Police, Family Support Unit (FSU) investigated two cases of trafficking of children for both labor and sexual exploitation.(47) In addition, both TOCU and the FSU reported investigations involving the trafficking of children to Guinea to be domestic servants, and the attempted trafficking of children to be “cultural dancers” in The Gambia. Comprehensive criminal enforcement statistics from other agencies are unavailable.(47) Research could not determine whether the District Councils conducted enforcement visits in other areas of the informal sector in 2015 in which child labor is prevalent.(47)

The courts handle human trafficking cases inefficiently, and cases are often dropped before completion because of pressures and other difficult circumstances that victims face.(21)

In 2015, in an effort to improve its data collection efforts, the Government finalized its database on human trafficking and a National Referral Mechanism to better serve human trafficking victims.(21) The Government also made a reported 74 referrals to private shelters during the reporting year.(21)

The Government of Sierra Leone collaborated with the Governments of Liberia and Guinea in addressing human trafficking during the reporting period and with the U.S. Government in the training of Sierra Leonean diplomats on child labor issues.(21)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Technical Steering Committee on Child Labor	Meet ad hoc to discuss major issues on child labor as they arise.(12, 39)
National Trafficking in Persons Task Force	Coordinate the needs and requirements of agencies involved in providing shelter and services for victims, gather data on reported trafficking cases, and meet regularly to develop policy and address the issue of child trafficking.(12, 48) Task Force is headed by the Ministry of Social Welfare, Gender and Children's Affairs.(49)
National Commission for Children	Coordinate and exchange information in accordance with the Child Rights Act. Advise the Government on ways to improve the condition and welfare of children in Sierra Leone.(30) By the end of 2015, only 11 of the 12 members of the Commission were named.(18)

The National Technical Steering Committee met every quarter in 2015.(18) The National Trafficking in Persons Task Force did not operate during the first 4 months of the year due to the EVD outbreak, but resumed operations in May.(21) After it resumed operations, the Task Force implemented an awareness-raising campaign on human trafficking and submitted two draft reports to the Cabinet, including one for a proposed anti-migrant smuggling law and another on ratifying the Economic Community of West African States Convention on Mutual Assistance in Criminal Matters.(21) The National Commission for Children began operating in February 2015, with a budget of \$47,000 and a staff of 12.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Sierra Leone has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on Human Trafficking	Includes strategies to address human trafficking through prevention, victim identification, protection and referral, training, and government coordination and monitoring.(38) In 2015, the Government approved the updated National Action Plan and the new Trafficking in Persons Reporting Framework.(21)
Agenda for Prosperity (2013–2018)	Addresses child labor, including its worst forms, through strategies to expand and strengthen the capacity of the country's social protection system and improve education access, equity, and quality for children.(50)
Education Sector Plan (2014–2018)*	Implements the Education Act and includes provisions to increase access, equity, completion, quality, and relevance of basic education.(51)
National Ebola Recovery Strategy (2015–2017)†	Includes strategies to address the impact of Ebola Virus Disease (EVD) as it relates to the economy, education, gender, health, and labor.(18) Addresses child labor, including its worst forms, through strategies to care for and protect orphans and other vulnerable children, provide livelihood support for families, and return children to schools.(52)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

The Government drafted the National Action Plan against the Worst Forms of Child Labor, but it has yet to be approved.(53)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Sierra Leone funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project (2011–2015)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010.(39, 54) Aims to build the capacity of the Government and develop strategic policies to eliminate child labor.(54) In 2015, the project trained 40 labor officials.(54)
Program to Combat Recruitment of Child Soldiers, Child Soldier Prevention in Local Schools	Child Soldier Initiative-funded, 5-year program provides child protection training for the police and army. Implements an education program, run by former child soldiers, in 45 schools across 5 districts of Sierra Leone to teach children about their legal rights, child soldiering, and tactics used to recruit children.(55) The program aims to make child rights training mandatory for the local police and armed forces, and outlines standards on how troops must engage with children in combat.(55)

Sierra Leone

MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN POLICY THAT DELAYED ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Human Trafficking and Sexual Violence Prevention Program (2013–2016)	USDOS-funded project, implemented by World Hope International, provides the only shelter for human trafficking victims in Sierra Leone. Identifies and provides care, recovery, and reintegration services for victims of human trafficking and exploitation, and works to build the Government's capacity to combat human trafficking in a sustainable manner.(18)
Building Law Enforcement Capacity to Combat Trafficking in Persons (2013–2015)	USDOS-funded, \$500,000, 2-year project implemented in collaboration with the Sierra Leone Labor Congress, and in conjunction with the Solidarity Center and the International Trade Union Confederation, Africa, to combat trafficking in persons and child labor in the informal sector. In 2015, the project worked with unions in the informal sector to identify and eliminate trafficking in persons and trained the Sierra Leone Police in how to investigate and prosecute these types of cases.(18)
Shelters	Government program that refers child trafficking victims to private shelters that house child victims of forced labor and trafficking.(19)
Observational Interim and Interim Care Centers†	Centers operated by the Government to assist children adversely affected by EVD. Interim Care Centers provided protection and care to children orphaned by Ebola while Observational Interim Care Centers, operated until November 2015, assisted children who were at high risk due to exposure to family members and other people affected by EVD.(21)
Awareness-raising programs on EVD	Government awareness-raising effort to prevent the spread of EVD. In 2015, the Government included information about trafficking in persons in its awareness-raising programs on Ebola in local communities.(21)
Revitalizing Education Development in Sierra Leone (2014–2017)	World Bank-funded, \$23.4 million project that aims to strengthen the education system in Sierra Leone. Adds resources to support the initiation of a school feeding program, helps eliminate informal school fees, supplies books to children in grades 1 to 3, and supports local councils with school infrastructure needs, among other activities.(56, 57)
UNICEF Country Program (2015–2018)*	Aims to address the worst forms of child labor, increase access to basic education, reduce child marriage and adolescent pregnancies, and address other children's needs.(26)

* Program was launched during the reporting period.

† Program is funded by the Government of Sierra Leone.

Sierra Leone has insufficient shelters and safe houses for children who have been withdrawn from working on the streets or in forced labor.(3)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Sierra Leone (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Approve the draft list of hazardous activities for children and ensure that all children are protected from hazardous work, particularly in agriculture, construction, domestic work, transportation, street work, repair shops, and dumpsites that have hazardous conditions and in which child labor is known to occur.	2014 – 2015
	Clarify whether actions were taken to strengthen prohibitions on domestic trafficking in the Anti-Trafficking Law.	2015
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015
Enforcement	Ensure that Village Child Welfare Committees are fully established and operational.	2014 – 2015
	Make information about the MLSS funding publicly available and ensure adequate budgetary resources, including a sufficient number of inspectors and transportation resources, to effectively enforce civil laws in areas in which child labor occurs.	2011 – 2015
	Enforce laws prohibiting child labor in mining, particularly in the diamond mining sector.	2015
	Ensure adequate training for civil and criminal law enforcement officials.	2015
	Target child labor issues as part of the child protection complaint line.	2013 – 2015
	Improve coordination between criminal law enforcement agencies to ensure violations are effectively investigated and prosecuted, and that the judicial system has sufficient training and ability to handle child labor and trafficking cases efficiently.	2014 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Provide criminal law enforcement officials with adequate resources to effectively enforce the law.	2012 – 2015
	Make information publicly available about the number of criminal investigations, violations, and prosecutions related to the worst forms of child labor.	2014 – 2015
Coordination	Designate all members of the National Commission for Children in accordance with Child Rights Act requirements.	2014 – 2015
Government Policies	Permit pregnant girls to take school entrance exams and attend regular public schools.	2015
	Integrate child labor prevention and elimination strategies into the Education Sector Plan.	2015
	Adopt the National Action Plan against the Worst Forms of Child Labor.	2014 – 2015
Social Programs	Increase access to education for children by eliminating school expenses, providing transportation, increasing the number of schools and improving poor infrastructure, eliminating abuse from teachers, improving access for children in situations of early marriage, pregnancy and motherhood and for children with disabilities.	2013 – 2015
	Ensure the availability of shelters and safe houses for victims of forced labor and for children removed from street work.	2009 – 2015

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In 2015, the Solomon Islands made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government established a National Action Plan on Human Trafficking and People Smuggling and dedicated significant funding for its implementation. The government also formalized the Trafficking in Persons Advisory Committee to improve coordination of government efforts to address human trafficking, including the trafficking of children. In collaboration with Save the Children, the National Advisory Committee on Children launched a new program to protect children from involvement in commercial sexual exploitation. However, children in the Solomon Islands are engaged in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking. Gaps remain in the country's legal framework. Neither the minimum age for employment nor the minimum age for engagement in hazardous work meet international standards. In addition, education is not compulsory and laws do not adequately protect all children from engagement in commercial sexual exploitation. Resources for the enforcement of laws against child labor remain insufficient.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the Solomon Islands are engaged in the worst forms of child labor, including in commercial sexual exploitation sometimes as a result of human trafficking. (1, 2) Table 1 provides key indicators on children's work and education in the Solomon Islands. Data on some of these key indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		87.3

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(3)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting* and collecting* palm oil fruits on plantations* and sea cucumbers* (1, 5)
Industry	Alluvial mining* (1)
	Construction on roads and buildings,* including making bricks* (1)
Services	Domestic work* and work as cooks,* including in logging camps* and on fishing boats* (1, 2, 6)
	Scavenging for cans* and metal* in garbage dumpsites, streets, and streams* (1, 7)
	Selling cooked food and fruits* (6)
	Working in nightclubs,* casinos,* and motels* (1, 6)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking (2, 6-11)
	Use in the production of pornography* (2)
	Use in illicit activities, including in the cultivation* and trafficking of drugs* (1, 7, 9)
	Forced domestic work and forced work as cooks, including in logging camps and on fishing boats (2, 6, 11, 12)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Solomon Islands

MODERATE ADVANCEMENT

Both boys and girls are engaged in commercial sexual exploitation in areas near logging camps, near or aboard commercial fishing vessels, and in the capital city of Honiara.(2, 8, 10) There are reports that some family members put their minor children up for “informal adoption” in order to pay off debts or offer them in marriage to loggers and miners; subsequently, the children may be forced into domestic work or commercial sexual exploitation.(6, 11) Some logging or fishing workers engage male children in a practice known as *solair*, in which boys work as intermediaries to procure young girls for commercial sexual exploitation.(6)




Although the Government’s Fee Free Basic Education Policy provides free education for children in grades one through nine, additional school fees, uniform and book costs, and transportation limitations make it challenging for some children, particularly girls, to access education.(1, 2, 13)

There is no nationally representative data available on the prevalence and nature of child labor in the Solomon Islands.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Solomon Islands has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	12	Article 46 of the Labor Act (14)
Minimum Age for Hazardous Work	Yes	15	Article 47 of the Labor Act (14)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 47–49 of the Labor Act (14)
Prohibition of Forced Labor	Yes		Article 6 of the Constitution; Articles 251 and 256 of the Penal Code; Part 7 of the Immigration Act (15-17)
Prohibition of Child Trafficking	Yes		Part 7 of the Immigration Act (17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 144, 149, 150, 173, and 174 of the Penal Code (16)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	No		
Free Public Education	No		

† No standing military (18)

The minimum age for work is not in compliance with international standards because the Labor Act permits children as young as age 12 to work.(14) In addition, the Solomon Islands lacks a comprehensive minimum age to prohibit all children under 18 from

involvement in hazardous work. According to the Labor Act, children under age 15 are prohibited from working in the industrial sector or on ships, and children under age 16 are prohibited from working in underground mines.(14) Male children between the ages of 16 and 18 may be permitted to work in mines, on ships, or during the night in industrial undertakings with a medical certificate or with specific written permission from the Commissioner of Labor.(14) While the law defines the hazardous activities prohibited for children in the industrial sector, it does not specify hazardous activities in the agricultural or service sectors, where there is evidence that children are employed.

Although the Immigration Act prohibits transnational trafficking in persons, laws in the Solomon Islands are not sufficient to address child trafficking, as domestic trafficking is not a criminal offense.(17, 19) In an effort to close this legal gap, the Solomon Islands Law Reform Commission has prepared an amendment to the Penal Code, but the parliament did not adopt it during the reporting period.(20)

Gaps in legislation leave some children vulnerable to commercial sexual exploitation. The law does not criminally prohibit the use of children, the procuring of boys 15-17, or the offering of children 15-17 for prostitution. In addition, the law does not criminally prohibit the use, procurement, or offering of a child for the production of pornography or pornographic performances.(12, 16) While the law criminalizes the production, distribution, and possession of pornography, it does not contain heightened penalties for child pornography. Additionally, laws do not prohibit the use of children in illicit activities, such as in the production and trafficking of drugs.(16, 21)

The Solomon Islands has not established a legal compulsory age for education, which increases the risk of children's involvement in child labor.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Commerce, Industry, Labor, and Immigration (MOCILI)	Enforce child labor laws.(21) The Immigration Division within MOCILI leads efforts to combat human trafficking, including the trafficking of children.(20, 22)
Royal Solomon Islands Police	Enforce criminal laws against the worst forms of child labor, including forced child labor, commercial sexual exploitation, and the use of children in illicit activities.(12) Work in partnership with the Australian-led Regional Assistance Mission to Solomon Islands on human trafficking and commercial sexual exploitation cases.(21)
Trafficking in Persons Technical Investigation Team	Monitor and investigate cases of transnational human trafficking, specifically in the logging industry. Comprises representatives from the Immigration Division, the Royal Solomon Islands Police, Customs, and Forestry.(20)

Labor Law Enforcement

In 2015, labor law enforcement agencies in the Solomon Islands did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (1)	Unknown (23)
Number of Labor Inspectors	Unknown (1)	Unknown (23)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown (23)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (1)	Unknown (23)
■ Training on New Laws Related to Child Labor	Unknown (1)	Unknown (23)
■ Refresher Courses Provided	Unknown (1)	Unknown (23)

Solomon Islands

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	Unknown (1)	Unknown (23)
■ Number Conducted at Worksite	Unknown (1)	Unknown (23)
■ Number Conducted by Desk Reviews	Unknown (1)	Unknown (23)
Number of Child Labor Violations Found	Unknown (1)	Unknown (23)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (1)	Unknown (23)
■ Number of Penalties Imposed That Were Collected	Unknown (1)	Unknown (23)
Routine Inspections Conducted	Unknown	No (23)
■ Routine Inspections Targeted	Unknown	N/A (23)
Unannounced Inspections Permitted	Yes (14)	Yes (14)
Unannounced Inspections Conducted	Unknown	Unknown (23)
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

Sources, including the Government, noted that inadequate resources and lack of technical capacity among enforcement agencies hinder meaningful enforcement of labor laws.(12, 23)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in the Solomon Islands took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown (23)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown (23)
■ Refresher Courses Provided	Unknown	Yes (20)
Number of Investigations	Unknown	Unknown (23)
Number of Violations Found	Unknown	Unknown (23)
Number of Prosecutions Initiated	Unknown	Unknown (23)
Number of Convictions	Unknown	Unknown (23)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (19)	Yes (20)

In 2015, law enforcement officials participated in an anti-human trafficking training organized by the IOM and the Solomon Islands Immigration Division.(20) Also during the year, the Trafficking in Persons Advisory Committee and the Solomon Islands Immigration Division developed and published standard operating procedures (SOPs) on victim identification, protection, and referral. The SOPs provide guidance for law enforcement officials on how to communicate with victims of human trafficking and to ensure that they are referred to appropriate services.(20) Currently, the Immigration Division refers trafficking in persons victims to the National Disaster Management Office, the Solomon Islands Red Cross, or the IOM for assistance with temporary accommodation and other support services.(20)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the Government has established a coordination mechanism on trafficking in persons, research found no evidence of mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Trafficking in Persons Advisory Committee (Under MOCILI)	Coordinate efforts to address human trafficking across the Government.(20) Chaired by the Immigration Division, the Committee comprises representatives from the Royal Solomon Islands Police Force; the Office of the Director of Public Prosecutions; and the ministries of Labor, Foreign Affairs and Trade, Justice, Customs, and Social Welfare, as well as various NGOs.(20, 24) In 2015, the Trafficking in Persons Advisory Committee finalized its terms of reference and was recognized as a formal entity. The Ministry of Commerce, Industry, Labor, and Immigration allocated funding to support the Trafficking in Persons Advisory Committee's coordination efforts.(20)

The Government of the Solomon Islands has established the National Advisory Committee on Children to advise the Cabinet on general issues affecting children, coordinate the implementation of the UN CRC, and develop advocacy materials to promote the rights of children. Members of the Committee include the Social Welfare Division; the Ministry of Health and Medical Services; the Ministry of Women, Youth, and Children Affairs; and the Ministry of Education and Human Resource Development.(25) Research found no evidence that the Committee functions as a coordinating mechanism to specifically address child labor issues.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of the Solomon Islands has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on Human Trafficking and People Smuggling (2015–2020)†	Provides a framework for national anti-human trafficking efforts. In 2015, included a budget of \$36,770 for monitoring and inspection activities.(20)
National Children's Policy with National Action Plan (2010–2015)	Committed the Government to substantially improving services and the legal framework for child protection over a 5-year period.(25) Objectives of the policy included ratifying the UN CRC Optional Protocols, raising the minimum age for employment to 18, achieving universal primary education, registering all births by 2015, and creating a mechanism for the coordination and enforcement of child protection laws and policies.(25)
Fee Free Basic Education Policy*	Aims to increase educational access by subsidizing school fees for grades one through nine.(26)
National Youth Policy (2010–2015)*	Developed a strategic action plan to address six key issues related to the well-being of youth in the Solomon Islands, including career development, participation in governance, youth and well-being, youth and peace building, youth and sustainable development, and youth mainstreaming.(1)
UNDAF for the Pacific Region (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island countries and territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, the Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(27) In the Solomon Islands, aims to strengthen policy, legislation, and programs to protect children from exploitation and to improve access to education for children in remote areas.(28)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the Immigration Division hosted three capacity-building workshops to train members of the Trafficking in Persons Advisory Committee, service providers, and law enforcement officials on implementation of the newly endorsed National Action Plan on Human Trafficking and People Smuggling.(20)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of the Solomon Islands participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Pacific Sub-Regional Child Labor and Trafficking Program	ILO-supported program that expands the work and lessons learned from its Tackling Child Labor Through Education (TACKLE) program in Fiji to Kiribati, Samoa, and the Solomon Islands.(7, 29) Activities include facilitating meetings, conducting research, raising awareness, providing trainings, and building government capacity to address child labor.(30) In April 2015, representatives from the Solomon Islands participated in the Sub-Regional Child Labor and Trafficking Forum, which brought together national policy makers from five countries to discuss best practices for addressing child labor and human trafficking issues.(7, 29)
Child Protection Program*	EU-funded program, implemented by Save the Children Solomon Islands in collaboration with the National Advisory Committee on Children, which aims to prevent and protect children from engagement in commercial sexual exploitation in Guadalcanal, Western Province, and Choieseul. Trains teachers and community educators to improve advocacy campaigns targeting children at risk of commercial sexual exploitation and educates parents and caregivers on the issue.(31, 32)

* Program was launched during the reporting period.

In July 2015, the Solomon Islands participated in the ILO's Sub-Regional Skills and Livelihood Training for Older Out-of-School Children in Child Labor or At Risk in the Pacific. The training focused on highlighting opportunities for skills development for

Solomon Islands

MODERATE ADVANCEMENT

children under age 18 who are at risk for child labor, as well as identifying opportunities for mainstreaming skills development initiatives into existing social programs.(33)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the Solomon Islands (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography and the Palermo Protocol on Trafficking in Persons.	2014 – 2015
	Increase the minimum age for employment to 14 to comply with international standards.	2009 – 2015
	Ensure that the minimum age for hazardous work is 18 and ensure that the types of hazardous occupations and activities prohibited for children are comprehensive.	2009 – 2015
	Ensure that legal provisions are enacted to comprehensively prohibit domestic child trafficking.	2014 – 2015
	Ensure that the law criminally prohibits the use, procurement, and offering of all children under 18 for commercial sexual exploitation, including prostitution and the production of pornography and pornographic performances.	2009 – 2015
	Ensure that the law criminally prohibits the use, procurement, and offering of a child for illicit activities, including the production and trafficking of drugs.	2011 – 2015
	Establish by law an age up to which education is compulsory.	2009 – 2015
Enforcement	Make information publicly available on the enforcement of labor laws and criminal laws related to the worst forms of child labor, including the number and training of labor inspectors and criminal investigators; the amount of funding for the labor inspectorate; the number and type of labor inspections conducted; the number of child labor violations found and the number of penalties imposed and collected; and the number of criminal investigations on the worst forms of child labor conducted, the number of violations found, the number of prosecutions initiated, and the number of convictions obtained.	2009 – 2015
	Strengthen the labor inspectorate by initiating routine inspections rather than performing inspections solely based on complaints received.	2015
	Allocate funds to ensure that relevant agencies have the resources necessary to enforce laws relevant to the prevention and elimination of child labor, including its worst forms.	2009 – 2012, 2014 – 2015
	Establish a referral mechanism between labor authorities and social services providers to ensure that children engaged in child labor, including its worst forms, receive appropriate services.	2014 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2010 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2015
Social Programs	Conduct research on child labor in the Solomon Islands to inform policy and program design.	2013 – 2015
	Establish programs to provide financial support for families with school-aged children who are unable to afford additional school expenses, including the cost of uniforms, textbooks, and transportation, and ensure that schools do not impose additional school fees on students for the mandated period of free education, as established by national policy.	2014 – 2015

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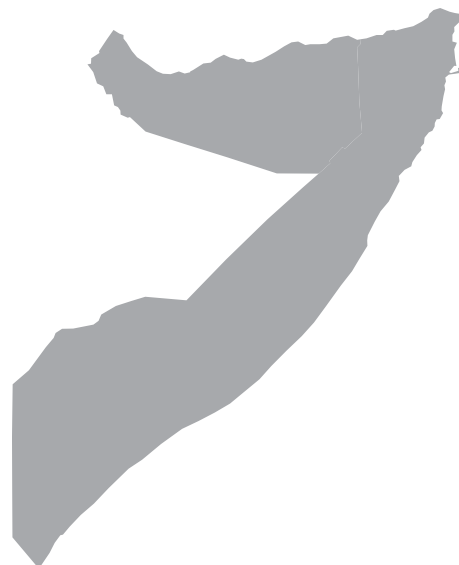
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Somalia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN POLICY THAT DELAYED ADVANCEMENT

In 2015, Somalia made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Somalia is receiving this assessment because it implemented a regression in practice that delayed advancement in eliminating the worst forms of child labor. The Somali National Army recruited and used children in armed conflict during the reporting period. Otherwise, the Government made efforts by ratifying the UN CRC and taking steps to implement the National Action Plan on Sexual Violence in Conflict. Children in Somalia are also engaged in child labor, including in street work. Laws do not identify hazardous occupations or activities prohibited for children, and child trafficking for labor and sexual exploitation is not criminally prohibited. In addition, the Government did not employ labor inspectors and conducted no inspections.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Somalia are engaged in child labor, including in street work.(1-5) Children are also engaged in the worst forms of child labor, including in armed conflict.(6-9) Table 1 provides key indicators on children's work and education in Somalia. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	39.8 (1,012,863)
Attending School (%)	5-14 yrs.	48.9
Combining Work and School (%)	7-14 yrs.	20.2
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(10)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(11)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, including threshing grain* (1, 4, 5, 12)
	Herding livestock* (2, 4, 5)
	Fishing,* including cleaning* (12)
Industry	Construction, including digging* (3, 5, 12)
	Mining* and quarrying,* including breaking rock for gravel* (1, 3, 5, 12)
Services	Street work, including begging,* portering,* shining shoes, washing cars,* conducting minibuses,* transporting <i>khat</i> * (a legal, amphetamine-like stimulant), and selling cigarettes,* <i>khat</i> , sweets,* and toothbrushes* (1-5)
	Washing dishes* and working as maids* in hotels and tea shops* (2, 4)
	Repairing cars* and assisting mechanics* (1-3)
	Domestic work (1-5)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Use in armed conflict, sometimes as a result of forced recruitment (4, 6, 7, 13)
	Forced labor in domestic work, agriculture,* livestock herding,* breaking rock for gravel,* selling or transporting <i>khat</i> ,* and construction work,* each sometimes as a result of human trafficking (7, 12, 14)
	Commercial sexual exploitation, sometimes as a result of human trafficking (7, 15, 16)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Due to poverty and the inability to provide for all family members, some Somalis willingly turn over custody of their children to extended family members. Some of these children may be used in commercial sexual exploitation and for forced labor.(7) Research also found that many of these children are trafficked to Europe and North America.(17) Internally displaced persons, including children, are vulnerable to human trafficking for sex and labor exploitation. Trucks transporting goods to Somalia return to Kenya with girls who are trafficked for commercial sexual exploitation in brothels in Nairobi, Mombasa, and destinations outside of Kenya.(7) Children are trafficked to Saudi Arabia through Djibouti, where their traffickers force them to beg on the streets. Research found that children seeking refuge in Kenya to avoid recruitment by the terrorist organization al-Shabaab were subsequently trafficked for labor and commercial sexual exploitation.(7)




In 2015, al-Shabaab engaged in the widespread and systematic conscription and recruitment of children for use in armed conflict. (4, 6, 7, 9) Al-Shabaab forcibly recruited children at mosques, Koranic schools, and facilities for neglected children.(7) Children plant explosive devices, act as human shields, conduct assassinations and suicide attacks, carry loads, and gather intelligence; girls were forced into sexual servitude.(4, 7) Research found that the Ahlu Sunnah Wal Jama’a militia, which to date has not yet integrated into the Somali National Army (SNA), recruited children; Somalia’s numerous clan militias also use child soldiers.(9) The Federal Government of Somalia (FGS) condemns the use of child soldiers; however, there were reports of children associated with the SNA and its allied militia during the reporting period.(9) Limited evidence found that the National Intelligence and Security Agency used children formerly associated with al-Shabaab for intelligence purposes.(13)

As of February 2015, there were 1.1 million people internally displaced, mainly in the south and central regions of Somalia.(18) In addition, the protracted violence has contributed to the shortage of all basic services, including public education.(19, 20) Attacks on schools have resulted in the forced recruitment of children, military occupancy of schools, and damaged facilities.(9, 20, 21) The lack of educational infrastructure further hinders children’s access to education.(12, 20)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Somalia has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC UN CRC Optional Protocol on Armed Conflict UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

In October 2015, Somalia ratified the UN Convention on the Rights of the Child.(22)

Somalia lacks a coherent central legal system.(19, 23, 24) The FGS does not have effective control over some parts of the country, and most essential governance functions were provided by regional administrations, including the self-declared independent

Somalia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN POLICY THAT DELAYED ADVANCEMENT

Republic of Somaliland in the northwest and the semi-autonomous Federal State of Puntland in the northeast.(5, 7, 23, 25) Only the laws of the internationally recognized FGS are discussed in this section.

The FGS has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 93 of the Labour Code (26)
Minimum Age for Hazardous Work	Yes	18	Article 90 of the Labour Code; Article 29 of the Provisional Constitution (26, 27)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Articles 455 and 464 of the Penal Code (28)
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 403 and 404 of the Penal Code (28)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 29 of the Provisional Constitution (27)
Minimum Age for Voluntary Military Service	Yes	18	Article 29 of the Provisional Constitution (27)
Compulsory Education Age	No		
Free Public Education	Yes		Article 30 of the Provisional Constitution (27)

In 2014, Parliament issued a public statement on a commercial contract, in which it cited pre-1991 laws, suggesting that the FGS continued to recognize relevant historic laws; however, no official determination has been issued by the Government.(29) The Provisional Constitution does not provide a minimum age for employment. However, the pre-1991 Labour Code establishes 15 as the minimum age.(4, 26) Additionally, although the Labour Code establishes a minimum age of 12 years for light work and describes the conditions under which light work may be undertaken, it does not determine the activities in which light work may be permitted nor does it prescribe the number of hours per week for light work.(26)

Although the Labour Code allows the Secretary to prescribe the types of work that are prohibited to children under age 18, legislation prohibiting hazardous occupations and activities for children does not appear to exist.(26)

Laws related to forced labor are not sufficient as debt bondage is not criminally prohibited.(27, 28)

Although the Penal Code criminally prohibits distributing and possessing pornography, the law does not appear to criminally prohibit using, procuring, offering, or financially benefitting from a transaction involving the sexual exploitation of a child for prostitution, pornography, and pornographic performances. The Penal Code requires extensive updating. Many fines in the Code equal less than \$1 today, which does not serve as an effective deterrent.(4, 28) Furthermore, it appears that under Article 405 of the Penal Code, children involved in prostitution would not be protected from criminal charges.(28)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The FGS has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms. However, research found no evidence that law enforcement agencies in Somalia took actions to combat child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Somali National Police	Investigate and enforce laws related to the worst forms of child labor.(4)

Labor Law Enforcement

In 2015, the FGS did not employ labor inspectors and conducted no inspections.(4)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Somalia did not take actions to combat the worst forms of child labor (Table 6).

Table 6. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (4)	No (4)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	No (4)	No (4)
Number of Investigations	0 (4)	0 (4)
Number of Violations Found	N/A	N/A
Number of Prosecutions Initiated	0 (4)	0 (4)
Number of Convictions	0 (4)	0 (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (30)	Yes (7)

In 2015, the Somali National Police remained understaffed, undertrained, and lacked the capacity to investigate or enforce laws on the worst forms of child labor.(4)

During the reporting period, the SNA recruited children for use in armed conflict, even though General Order No. 1 prohibits military personnel from recruiting and employing child soldiers.(7, 31) Research found no information that the Government investigated or prosecuted SNA officials who employed child soldiers.

During the reporting period, the SNA detained more than 300 children for alleged association with armed groups.(9) Research found that the existing referral mechanism for victims of the worst forms of child labor only addresses children in armed conflict.(7)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although the FGS has established the Child Protection Unit, research found no evidence of mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 7).

Table 7. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Child Protection Unit	Raise awareness of child soldier issues, work with UNICEF to implement the standard operating procedures of protecting children associated with armed conflict, and monitor Somali National Army (SNA) troops for cases of child soldiers.(12, 17, 32) Coordinate with Ministry of Defense officials through the Children Associated With Armed Conflict Working Group to implement the Child Soldier Action Plan and the Action Plan to End the Killing and Maiming of Children in Contravention of International Law.(17, 32) In March 2015, the Ministry of Defense nominated six officers to serve as regional military focal points within the Child Protection Unit.(15, 34) These focal points arrange site visits for the Child Protection Unit to raise awareness of child soldiers and monitor SNA troops for child recruitment; in mid-2015, one military focal point conducted workshops in Baidoa and the Bay region for military personnel on ending the SNA's use of children.(34) In December, the UN trained 22 members of the Child Protection Unit and Ministry of Defense on child protection.(34)
Ministry of Labor and Social Affairs	Refer victims of child abuse and exploitation to social service providers.(33)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The FGS has established policies related to child labor, including its worst forms (Table 8).

Table 8. Policies Related to Child Labor

Policy	Description
Children, Not Soldiers Campaign	Aims to prevent and eliminate the recruitment and use of children by the SNA by 2016. Launched jointly by the Special Representative for the Secretary General for Children and Armed Conflict and UNICEF, the campaign supports eight countries through negotiating and implementing action plans.(34)

Somalia

MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN POLICY THAT DELAYED ADVANCEMENT

Table 8. Policies Related to Child Labor (cont)

Policy	Description
Child Soldier Action Plan	Establishes a strategy for the reception and stabilization of children found within the SNA, and for the prevention of child soldiers through education of soldiers and monitoring of military camps.(17)
Action Plan to End the Killing and Maiming of Children in Contravention of International Law	Commits the SNA and allied militia to end the killing and maiming of children.(35, 36) Aims to properly investigate cases in which children are killed or maimed and ensure that perpetrators are prosecuted.(36)
General Order No. 1	Issued by the Somali Armed Forces Chief of Staff in 2011.(31) Requires all Somali military personnel to prevent recruitment, training, employment, deployment, or providing equipment to any child under age 18. States that any member of the Somali National Armed Forces may be punished for violation of the Order.(31)
National Action Plan on Sexual Violence in Conflict	Aims to establish a unit within the SNA to handle sexual violence and exploitation complaints and referrals, increase the number and capacity of Somali National Police officers to enforce laws regarding sexual violence, and establish a Sexual Offences Law.(37) In September 2015, the steering committee met to discuss plans for implementation.(4)
United Nations Integrated Strategic Framework (2014–2016)	Aims to prevent underage recruitment and ensure the release of children associated with armed forces and groups. Prioritizes the need to implement a national program to disengage combatants, particularly children associated with armed conflict.(38)

Although the FGS has adopted policies on children in armed conflict, research found no evidence of a policy on other worst forms of child labor.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the FGS participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 9).

Table 9. Social Programs to Address Child Labor

Program	Description
UNICEF Country Program (2011–2015)	In cooperation with the FGS, aimed to equitably increase school enrollment, construct schools, develop curriculum, and train teachers. Program also coordinated reintegration programs for children formerly associated with armed conflict and children vulnerable to recruitment.(25) In 2015, 749 children associated with armed conflict received community-based reintegration services. In addition, the FGS assisted in the transfer of 79 children formerly associated with al-Shabaab from a government-run rehabilitation center to NGOs for community reintegration services.(9)
SNA Soldiers Pay Screening Plan	Government of the United States and Italy-funded program that establishes a screening process whereby soldiers' identity and age are verified before they receive their pay. Screening teams are comprised of African Union officers, local Somali tribal elders, and high-ranking SNA soldiers.(39)
Strengthening the National Criminal Justice Response to Trafficking in Persons Through Legislative Assistance and Capacity Building in Somalia	\$750,000, USDOS-funded, 3-year project implemented by UNODC to enhance the criminal justice response to trafficking in persons within the territories of the FGS and Somaliland. Aims to strengthen legal frameworks to meet international standards; and develop and provide training on victim identification, conducting investigations, and prosecuting human trafficking cases.(8)
Go-2-School Initiative	\$117 million, European Union, USAID, and UK Department for International Development-funded, 3-year project implemented by UNICEF, WFP, UNESCO, and international NGOs in partnership with the FGS that aims to expand and improve school infrastructure, train teachers, and provide vocational training.(4, 40)

Although the FGS has implemented programs to address child soldiers, research found no evidence that it has carried out programs to assist children in other forms of child labor, including its worst forms. Existing programs fail to address the scope of children in armed conflict.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Somalia (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on Armed Conflict; the UN CRC Optional Protocol on the Sale of Children, Child Prostitution, and Child Pornography; and the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Clarify whether the pre-1991 Labour Code is still in effect under the FGS. Ensure that a legal framework on child labor is in place which includes a minimum age for work and hazardous work; determines the activities in which light work may be permitted and prescribes the number of hours per week for light work; and determines the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2009 – 2015
	Ensure that the law prohibits debt bondage.	2015
	Ensure that the law criminally prohibits child trafficking for labor and sexual exploitation.	2009 – 2015
	Ensure that the law criminally prohibits using, procuring, offering, or financially benefitting from a transaction involving the sexual exploitation of a child for prostitution, pornography, and pornographic performances.	2015
	Update the Penal Code to ensure that penalties for the commercial sexual exploitation of children are sufficiently stringent to deter violations.	2013 – 2015
	Ensure that the law protects children involved in commercial sexual exploitation from criminal charges.	2011 – 2015
	Ensure that the law criminally prohibits the use of children in illicit activities.	2009 – 2015
	Establish a compulsory education age that is equal to or higher than the minimum age for work.	2009 – 2015
	Establish an infrastructure to enforce laws related to child labor, including adequate funding, human resources, and training for personnel.	2009 – 2015
Enforcement	Ensure that criminal investigations on the worst forms of child labor take place, and violators are prosecuted and convicted in accordance with the law. Institutionalize training for the Somali National Police, including by training new officers at the beginning of their employment and providing refresher courses.	2012 – 2015
	Cease the recruitment and use of child soldiers by the SNA and its allied militia. Investigate, prosecute, and punish, as appropriate, SNA commanders who recruit and use children.	2015
	Ensure that children associated with armed groups are not detained and refer these children to social service providers.	2015
	Establish a referral mechanism between the Somali National Police and social welfare services for children engaged in forced labor and commercial sexual exploitation.	2014 – 2015
	Establish coordinating mechanisms to combat child labor, including in all its worst forms.	2009 – 2015
Coordination	Adopt a policy that addresses all of the worst forms of child labor.	2014 – 2015
Government Policies		
Social Programs	Take steps to provide sufficient educational infrastructure for children to access school. Remove all armed groups and forces from schools and compounds.	2013 – 2015
	Develop programs to address child labor, including in street work, and the worst forms of child labor, including in forced labor. Expand existing programs to address the scope of children in armed conflict.	2009 – 2015

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In 2015, South Africa made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government developed regulations to enforce the 2013 Prevention and Combatting of Trafficking in Persons Act, which increased the penalty for forced labor to \$7,692, with a maximum sentence of life imprisonment. The Government also expanded the Child Support Grant program by reaching additional beneficiaries and increasing the amount of funding for caregivers. However, children in South Africa are engaged in child labor, including in agriculture and domestic work. Government social programs to address child labor do not match the scope of the problem, and barriers to education access remain. In addition, the Government does not collect data on child labor or make criminal enforcement data publicly available.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in South Africa are engaged in child labor, including in agriculture and domestic work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation.(1-3) Data on key indicators on children's work and education are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(4)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting sugarcane,* mango,* lychee,* bananas,* grapes,* citrus,* and other fruits* (1, 2, 6)
	Forestry,* activities unknown (1, 6)
Services	Domestic work (1, 2, 7)
	Garbage scavenging for food items* and recyclable items*† (1, 8)
	Food service,* activities unknown (2, 3)
	Street work, including vending and begging (2, 3, 7)
Categorical Worst Forms of Child Labor‡	Use in illicit activities,* including drug trafficking,* home burglaries,* gang-related activity,* and the production and selling of liquor*† sometimes as a result of human trafficking (3, 7)
	Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 9-11)
	Forced labor in domestic work, agriculture, food service, street vending, and begging, each sometimes as a result of human trafficking (2, 3, 7, 12, 13)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

South Africa

MODERATE ADVANCEMENT




The Government reported that girls are more likely than boys to engage in child labor.(14) However, the Government does not collect comprehensive data on child labor.(2, 7, 15) There are some reports that children in South Africa are trafficked from rural to urban areas in Bloemfontein, Cape Town, Durban, and Johannesburg. Girls are trafficked for commercial sexual exploitation and domestic work, and boys are forced to work in agriculture, begging, food service, and street vending.(3, 9, 10) Orphaned children in South Africa are especially vulnerable to human trafficking, including children with disabilities who are victims of forced begging.(3, 7)

According to Chapter 2, Article 5, of the South African Schools Act, education is free through the primary level, but some schools charge fees that vary by municipality and region.(1, 2, 16) Children are required to be registered within 30 days of birth.(8) Children who are unable to prove citizenship are vulnerable to child labor because they cannot qualify for free government services, including education, health care, and financial grants. Birth registration has been inconsistent, especially among unregistered foreign nationals living in remote rural areas.(2) The Government implements a no-fee school program that covers the poorest primary schools.(1, 17, 18) According to the Government, 81 percent of schools are no fee.(1) The Government also provides some fee exemptions and reductions to children receiving government grants.(19, 20) The Government provides books and stationery; however, all families must pay for uniforms and other school-related expenses, which may affect children's access to education.(8, 19, 21, 22)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

South Africa has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 43 of the Basic Conditions of Employment Act (BCEA) (23)
Minimum Age for Hazardous Work	Yes	18	Article 1 of the BCEA Regulations on Hazardous Work by Children in South Africa (23-25)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 4–10 of the Regulations on Work by Children in South Africa; Part II, Articles 6–9 of the BCEA; Regulations on Hazardous Work by Children in South Africa (24, 25)
Prohibition of Forced Labor	Yes		Chapter 2 of the Constitution; Article 141 of the Children's Amendment Act; Article 48 of the BCEA; Article 141 of the Children's Amendment Act; Criminal Law Amendment Act 32 (25-27)
Prohibition of Child Trafficking	Yes		Article 141 of the Children's Amendment Act; Criminal Law Amendment Act 32 (26, 28)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 141 of the Children's Amendment Act (26)
Prohibition of Using Children in Illicit Activities	Yes		Article 141 of the Children's Amendment Act (26)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 52 of the Defense Act 42 (29, 30)
Compulsory Education Age	Yes	15	Chapter 2, Articles 1–5, of the South African Schools Act (16)
Free Public Education	Yes		Chapter 2, Article 5, of the South African Schools Act (16)

*No conscription (30)

In 2015, the 2013 Prevention and Combatting of Trafficking in Persons Act came into effect, and the Government developed regulations to aid enforcement of the law. The Prevention and Combatting of Trafficking in Persons Act increased the penalty for forced labor to \$7,692, with a maximum sentence of life imprisonment.(31) The 2015 regulations (Regulations Relating to Prosecutor's Referral of Suspected Victims of Trafficking in Persons regulations, Aug. 21, 2015) require prosecutors to refer suspected victims of trafficking to the appropriate provincial department of social development.(31) During the year, the Government amended the National Norms and Standards for School Funding and declared the poorest schools (in quintiles 1–3) to be no-fees schools in 2015 subsidizing the cost for schooling so that students do not have to pay for school books.(32)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
South African Department of Labor (SADOL)	Enforce child labor laws.(1, 33) Identify via inspectors suspected cases of child labor and human trafficking and forward evidence to South African Police Service (SAPS) officials, who investigate and forward cases to the South African Department of Justice and Constitutional Development for prosecution. Coordinate a report titled State of Child Labor in South Africa.(21)
South African Department of Justice and Constitutional Development	Enforce criminal laws on the worst forms of child labor.(1, 33)
National Prosecution Authority	Prosecute criminal cases, including human trafficking cases.(1)
South African Police Service's (SAPS) Human Trafficking Desk	Monitor and evaluate efforts to investigate human trafficking crimes, train investigators, and refer human trafficking cases to provincial SAPS units.(1)
Labor Centers	Serve as field offices for inspectors to investigate child labor violations. Operated by Child Labor Intersectoral Support Groups.(1, 21)
Department of Social Development (DSD)	Provide child protection and social services to vulnerable children, including victims of human trafficking.(22)

Although labor inspectors have civil servant status to ensure job security, their low salaries promote high turnovers and transfers to other agencies.(34) However, labor officers at the provincial level received training on child labor during the year.(31)

Labor Law Enforcement

In 2015, labor law enforcement agencies in South Africa took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$36 million† (31)	\$30 million‡ (31)
Number of Labor Inspectors	1,324 (35)	1,599 (31)
Inspectorate Authorized to Assess Penalties	No (31)	No (31)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (31)	Yes (31)
■ Training on New Laws Related to Child Labor	Yes (31)	Yes (31)
■ Refresher Courses Provided	Yes (31)	Yes (31)

South Africa

MODERATE ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	129,259 (35)	149,847 (31)
■ Number Conducted at Worksite	129,259 (31)	149,847 (31)
■ Number Conducted by Desk Reviews	Unknown (31)	Unknown (31)
Number of Child Labor Violations Found	Unknown (31)	4 (31)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (31)	N/A (31)
■ Number of Penalties Imposed That Were Collected	N/A (31)	N/A (31)
Routine Inspections Conducted	Yes (31)	Yes (31)
■ Routine Inspections Targeted	Yes (31)	Yes (31)
Unannounced Inspections Permitted	Yes (31)	Yes (31)
Unannounced Inspections Conducted	Yes (31)	Yes (31)
Complaint Mechanism Exists	Yes (31)	Yes (31)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (31)	Yes (31)

† Data are from the Government of South Africa for the period from April 1, 2014, to March 31, 2015.

‡ Data are from the Government of South Africa for the period from April 1, 2015, to March 31, 2016.

In 2015, a limited number of sources indicated that labor inspectors do not inspect farms without an invitation due to concerns over safety and about entering private property, which may leave children working in agriculture unprotected.(1, 21, 35). The South African Department of Labor (SADOL) lacks a central unit to administer training programs for labor inspectors.(1) Inspectors send cases that involve foreign nationals to the Department of Home Affairs, which then transfers the cases to the South African Department of Justice and Constitutional Development. Inspectors also refer cases that may involve child labor to social workers who provide welfare needs, such as child protection and care.(1, 31, 36) However, the current shortage of social workers may delay this practice. The Department of Social Development has acknowledged the shortage of social workers and is working to address this need by offering scholarships to students interested in pursuing studies in social work.(21, 36) The Government funded an NGO-operated hotline that refers child labor complaints to government protection agencies or the South African Police Service.(1) However, it is unknown how many complaints related to child labor were made to the government-funded hotline, and the labor inspection data is not disaggregated by child labor violations.

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in South Africa took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (31)	Yes (31)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (31)	Yes(31)
■ Refresher Courses Provided	Unknown (31)	Unknown (31)
Number of Investigations	Unknown (31)	Unknown* (31)
Number of Violations Found	Unknown (31)	Unknown* (31)
Number of Prosecutions Initiated	Unknown (31)	Unknown* (31)
Number of Convictions	1 (35)	Unknown* (31)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (1)	Yes (31)

*The Government does not make this information publicly available.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Implementation Committee on Child Labor	Monitor and support advocacy and awareness raising; mainstreaming of child labor into government policies; and the implementation of child labor programs, legislation, and enforcement.(1, 33) Chaired by SADOL, members include representatives from commercial agriculture, trade unions, and government agencies, including SAPS.(1) Includes provincial-level child labor coordinating structures.(6) Met quarterly throughout 2015.(31)
Child Labor Intersectoral Support Groups	Facilitate the prevention of all types of child labor, including children scavenging and child labor that occurs as a result of human trafficking. Established by SADOL and managed by child labor coordinators in each province, members include multiple government agencies; members include SADOL Head Office, SADOL Provincial Child Labor Coordinators, Department of Justice, National Prosecuting Authority, Dept. of Home Affairs (DHA), Department of Social Development and the Department of Education, NGOs and labor federations.(1, 21)
Trafficking in Persons Task Team	Coordinate the Government's anti-human trafficking efforts. Including overseeing strategy and policy decisions made on the provincial level in Gauteng, Mpumalanga, KwaZulu-Natal, Western Cape, Limpopo and Eastern Cape. Led by the National Prosecution Authority's Sexual Offenses and Community Affairs Unit and South Africa Department of Justice's Victim Support Directorate, members include SADOL, the DSD, and the DHA, as well as other representatives of national law enforcement.(1, 7)

In 2015, the Implementation Committee on Child Labor met on a quarterly basis. However, no reports were published about the progress to implement the National Child Labor Program of Action for South Africa.(31)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of South Africa has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Child Labor Program of Action for South Africa, Phase III (2013–2017)	Serves as the primary policy instrument to prevent and eliminate child labor in South Africa.(35, 37) Promotes government activities and calls for the promotion of new laws against the worst forms of child labor.(1, 37) Also includes a list of indicators to monitor the Government's efforts against child labor.(37)
South African Education Action Plan to 2014*	Serves as the first phase of a comprehensive national education plan through 2025. Focuses on addressing 27 education goals, including ensuring that all students stay enrolled in school through age 15.(38)
National Development Plan 2030*	Provides a comprehensive development plan for South Africa, including economic development, education, and social protection.(39)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, SADOL's deputy minister, labor federations, municipality councilors, the ILO, and the U.S. Mission to South Africa signed a pledge to combat the worst forms of child labor.(31) Although the Government drafted a new anti-human trafficking national action plan in 2013, it has yet to be approved.(7, 8)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of South Africa funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Support Grant†	Government program, led by the DSD and the South African Social Security Agency, that provides monthly direct cash transfers to primary caregivers who have vulnerable children.(1, 21, 40–43) Helps alleviate economic pressures and lower the cost of raising a child.(1, 41–43) Reaches more than 10 million children.(21) Sources have indicated that as a result of the Child Support Grant, recipients may be less likely to send their children away for child labor and children are more likely to have positive educational outcomes.(1, 21, 22, 44) In 2015, the Government increased payment by 79 cents per month. In addition, there was an increase in the number of beneficiaries by 4.5 percent, with the overall number of recipients increasing from 11.1 million to 12.3 million.(31)

South Africa

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Old Age Pension†	Government-program that provides cash transfers to eligible adults over age 60. Several assessments of the program's impact indicate that children's school attendance and completion rates increase and child labor decreases in rural households with male pension recipients, especially for boys in households with male recipients.(1, 43) Studies also indicate this program led to a decrease in the total hours worked by children, especially among girls.(1, 43)
Care Dependency Grants and Foster Care Grants†	Government program that encourages children to remain in school, as a preventive technique to combat child labor, including its worst forms.(1)
Social Services Program†	DSD program that administers social services to vulnerable individuals, including child laborers, based on referrals from social workers.(1, 15)
National School Nutrition Program†	Government program funded through a conditional grant that provides school meals to vulnerable children. Targets primary and secondary students.(19, 21, 45)
Food Relief Program†	Food relief program of the DSD and the South African Social Security Agency to assist vulnerable and orphaned children, and child-headed households with insufficient income.(31, 35) The Government continued to fund and support the program throughout the year.(31)
Shelters and Care Centers†	DSD program that funds 13 shelters and oversees 17 NGO-operated temporary safe care centers for victims of abuse and human trafficking, including children.(7)
Awareness Raising Campaigns†	Government program that conducts training on anti-human trafficking initiatives.(7) In 2015, DSD held four two-day training sessions on the PACOTIP implementing regulations governing social service providers. DSD trainers reached 114 DSD provincial officials, two officials from the Commission for Gender Equality and 35 NGO social service providers.(3)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, which was established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research.(46)

† Program is funded by the Government of South Africa.

The Government has identified constraints on its capacity to offer social protection for children. For example, the child protection system still lacks a sufficient number of skilled staff to assist the majority of children in need of care.(36) Although South Africa has programs that target child labor, the scope of these programs is insufficient, including in agriculture and domestic work.(1)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in South Africa (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Authorize the labor inspectorate to assess penalties.	2015
	Make publicly available information about the number of labor inspections conducted by desk review.	2015
	Establish and enforce appropriate procedures to protect the safety of labor inspectors, and allow for and facilitate labor inspections in all regulated areas, including on farms.	2009 – 2015
	Make information publicly available about the number of child labor and child trafficking violations, prosecutions, and convictions.	2009 – 2015
Enforcement	Ensure the number of social workers who receive referrals related to child labor violations is adequate.	2011 – 2015
	Disaggregate the number of complaints made to the Government's hotline that relate to child labor.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing youth policies.	2013 – 2015
Social Programs	Conduct research and collect comprehensive data on child labor, including its worst forms, to inform policies and programs.	2013 – 2015
	Implement programs to ensure that all children have birth certificates.	2010 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Ensure that children can complete primary school by subsidizing or defraying the cost of books, uniforms, and other fees.	2009 – 2015
	Dedicate sufficient resources to better ensure support to children in the social protection system and increase the number of skilled staff in the child protection system.	2011 – 2015
	Institute programs to address the worst forms of child labor in agriculture and domestic work.	2010 – 2015

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In 2015, South Sudan made efforts to eliminate the worst forms of child labor, but was also complicit in the use of forced child labor. Despite new initiatives to address child labor, South Sudan is receiving an assessment of no advancement because its national army—the Sudan People's Liberation Army—recruited, sometimes forcibly, children to fight the opposition group led by former Vice President Riek Machar. Otherwise, the Government made efforts by removing soldiers from the grounds of 26 schools, demobilizing child soldiers from an armed group during its reintegration with the national army, and acceding to the UN CRC. Children in South Sudan are also engaged in other worst forms of child labor, including in commercial sexual exploitation. The Government neither brought to justice those who recruited or used children in armed conflict, nor held accountable perpetrators of any other form of child labor. It also failed to convene its National Steering Committee on Child Labor, conduct any labor inspections, or demobilize children from the national army.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in South Sudan are engaged in the worst forms of child labor, including in armed conflict and commercial sexual exploitation.(1-8) Table 1 provides key indicators on children's work and education in South Sudan.

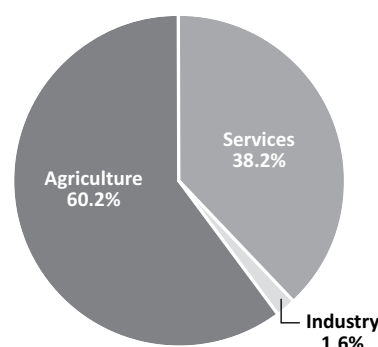
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	45.6 (463,624)
Attending School (%)	6-14 yrs.	31.5
Combining Work and School (%)	10-14 yrs.	10.9
Primary Completion Rate (%)		36.7

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Fifth Housing and Population Census, 2008.(10)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming activities,* including planting* and harvesting* (3, 11, 12) Cattle herding† (3, 12, 13)
Industry	Breaking rocks to make gravel*† (1, 14, 15) Construction,† including building* and transporting materials* (1, 11, 12, 16) Making bricks* (1, 16) Mining,*† activities unknown (12, 17)
Services	Domestic work (2, 12, 13, 18) Street work, including vending, washing cars, polishing shoes, begging, collecting empty bottles,* preparing tea,* and pushing delivery carts (1, 2, 12, 16, 19-22) Cooking and cleaning in restaurants or food stands* (2) Scrap metal collection* (23)

South Sudan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Cow dung collection* (13)
	Work in slaughterhouses,* including transporting livestock* and meat* (2, 11)
Categorical Worst Forms of Child Labor†	Forced labor in cattle herding, domestic work,* construction,* brick making,* rock breaking,* begging,* shoe shining,* car washing,* delivery cart pushing,* and market vending* (1, 8, 16, 24)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1, 2, 16, 25, 26)
	Use in hostility-related activities as border patrols,* community police officers,* and bodyguards* to military commanders (4, 27)
	Use in armed conflict, sometimes as a result of forced recruitment (3-7, 27-30)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Women recruit girls from poor rural areas, with promises of work in Juba, but they subsequently place the girls in brothels for the purpose of commercial sexual exploitation. Girls are also recruited, abducted, and purchased from non-UN internally displaced persons camps for the same purpose.(1) Children from Eritrea, Ethiopia, Kenya, Uganda, and the Democratic Republic of the Congo migrate to South Sudan with the promise of work in hotels and restaurants, but instead they are subjected to commercial sexual exploitation. Kenyan and Ugandan children are also subjected to forced labor in construction, street vending, and domestic work.(1)

In 2015, the national army—the Sudan People’s Liberation Army (SPLA)—and its aligned forces recruited child soldiers as young as age 13, sometimes forcibly or with the aid of community leaders, to fight against the SPLA-In Opposition (SPLA-IO)—led by former Vice President Riek Machar—and its aligned militias.(4-7, 30) A total of 15,000 to 16,000 children are estimated to have been recruited since the conflict began in December 2013; as of December 2015, between 13,000 to 15,000 child soldiers were still being used by parties to the conflict, including 500 to 1,500 children within SPLA forces and 10,000 to 15,000 children within the SPLA-IO and its aligned militias.(1, 4, 7, 27, 31, 32) Although most recruitment during the reporting period occurred in Jonglei, Lakes, Unity, and Upper Nile states, more recent violence in Western Equatoria state has also led to the recruitment of boys into militia groups; these groups, known as the Arrow Boys, are engaged in fighting against the SPLA.(1, 7, 27, 30) In October 2015, the SPLA-IO recruited an estimated 400 South Sudanese children from Kharasana refugee camp, which is located in Sudan’s Western Kordofan state.(30)

Children were forcibly recruited for use in armed conflict, including through abduction at gunpoint from their homes and schools. Children who joined willingly to protect their communities or after the loss of family members or shelter were ultimately unable to leave the groups at will and instead were used in combat roles.(1, 4, 31, 33) Some children were forced to march for days, while others were beaten or held captive as punishment or to prevent their escape.(4) Children were also directly ordered to kill civilians and loot homes.(30) Other boys did not fight, but cooked, collected firewood, herded cattle, washed clothes, carried water and ammunition, or served as bodyguards; some boys performed such roles for commissioners or other Government officials who were not members of fighting forces.(4, 5, 34) During Government offensives in opposition-held areas between April and September 2015, at least 1,600 women and children were abducted as a form of “wages” for members of government-allied militias in Unity state; as a result, some children were forced to carry looted property or herd stolen cattle and goats.(8, 29, 34, 35)




The ongoing conflict diminished the Government’s ability to deliver aid, provide education, and address the worst forms of child labor.(3) Although the Constitution and the Child Act provide for free primary education, in practice many families cannot afford to send their children to school as parents often pay teachers’ salaries, a cost that is prohibitive for many families.(36, 37) Uniform costs, chronic food insecurity, and low levels of birth registration may also impede access to education in South Sudan.(2, 38-42) Many children, particularly those in rural areas, do not have access to schools, often because of the lack of infrastructure, such as roads and school buildings.(36, 37, 43) During the reporting period, there were numerous incidents of attacks on schools in Jonglei, Upper Nile, Unity, and the three Equatoria states that resulted in lootings, destruction of learning materials and infrastructure, and military occupancy.(34, 44) The UN verified 10 attacks on schools by the SPLA in 2015 that involved destruction, damage, looting, or recruitment of children.(30) At least 45 schools have been used for military purposes by the SPLA,

the South Sudan National Police Service, or Government-aligned militias since the conflict began, in addition to a number of schools being occupied by the SPLA-IO in opposition-held areas. Despite 36 schools being vacated during the year, in December 2015, 25 schools were still being used for military purposes.(4, 27, 30, 44, 45) Some schools were also rendered inoperable by the Government's decision to stop paying teachers' salaries in opposition-held areas, or as a result of displaced people taking up residence within the schools.(4) During the conflict, 70 percent of schools in Jonglei, Upper Nile, and Unity states were closed for months, resulting in some 413,000 children having no access to schooling.(4, 46) The lack of access to education may increase the risk of children's involvement in the worst forms of child labor.(1) There has not been a comprehensive child labor survey in South Sudan.(47)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

South Sudan has ratified some key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

In January 2015, the Government completed the accession formalities for the UN CRC; however, it did not deposit the necessary documents to accede to the two optional protocols, despite the national Legislative Assembly's passage of a bill in 2013 allowing it to do so.(48-50)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 25(3) of the Child Act (51)
Minimum Age for Hazardous Work	Yes	18	Articles 5, 22(3), and 25(1) of the Child Act (51)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 25(2) of the Child Act; Article 21(1) of the Sudan Labour Code (51, 52)
Prohibition of Forced Labor	Yes		Articles 276–278 of the Penal Code; Article 13 of the Constitution (53, 54)
Prohibition of Child Trafficking	Yes		Article 22(3)(b) of the Child Act; Articles 276 and 278–281 of the Penal Code (51, 53)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 22(3)(c) and (d) of the Child Act; Articles 258 and 276 of the Penal Code (51, 53)
Prohibition of Using Children in Illicit Activities	Yes		Article 24(1) of the Child Act; Article 383(3)(d) of the Penal Code (51, 53)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 31(1) of the Child Act (51)
Minimum Age for Voluntary Military Service	Yes	18	Article 31(1) of the Child Act; Section 22(2) of the Sudan People's Liberation Army Act (51, 55)
Compulsory Education Age	Yes	13	Article 9.1(b) of the General Education Act (49, 56, 57)
Free Public Education	Yes		Article 6(a) of the General Education Act; Article 14(1) of the Child Act; Article 29.2 of the Constitution (51, 54, 56)

South Sudan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

In South Sudan, the minimum age provision for work in the Child Act does not apply to children outside of a formal employment relationship, such as to children performing domestic work.(51, 52) Laws related to forced labor are not sufficient, since debt bondage is not criminally prohibited. Further, the law does not sufficiently prohibit child commercial sexual exploitation, since the distribution, selling, and possession of child pornography is not prohibited. The laws related to illicit activities are not sufficient, since the offering or procurement of children for the production and trafficking of drugs is not criminally prohibited. Children are only required to attend school until age 13.(49, 56, 57) This standard makes children between ages 13 and 14 particularly vulnerable to the worst forms of child labor, considering they are not required to be in school but are not legally permitted to work either.(49) In 2013, the Government drafted an updated list of hazardous work for children, but the list has not yet been finalized.(58)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Public Service, and Human Resource Development (MOL)	Develop labor policies, enforce child labor laws, conduct workplace inspections, and oversee the operation of vocational training centers.(51, 59) Through its Child Labor Unit, investigate cases of child labor; however, the Unit was inactive throughout 2015.(1, 3)
Ministry of Gender, Child, and Social Welfare	Coordinate activities on children's rights and act as the focal ministry for child protection.(60)
Sudan People's Liberation Army (SPLA) Child Protection Unit	Headed by a Brigadier General. Prevent the recruitment of children into the army, monitoring barracks, identify and assist with the release of child soldiers, investigate allegations of child soldiering, and provide training on children's rights to child protection officers and members of the SPLA.(1, 4, 61) Serve as liaison between the SPLA and the international community.(4) Despite ongoing conflict in 2015, between January and April, campaigned with Ministry of Defense funding and backing of UNICEF and the UN Mission in South Sudan (UNMISS) to remove soldiers from schools, resulting in Government forces vacating the grounds of 26 schools in Central Equatoria, Eastern Equatoria, Lakes, Upper Nile, and Warrap states. Local commanders provided security escorts for the team in some areas.(4, 27)
Ministry of Interior	Enforce criminal laws to combat human trafficking and maintain a database on crime statistics.(62)
Ministry of Justice	Protect citizens' rights and enforce the Comprehensive Peace Agreement and the Constitution, including child protection provisions in those laws.(63)
South Sudan Police Services	Enforce criminal laws related to the worst forms of child labor.(49)
Human Rights Commission	Raise awareness of human rights, monitor the application of human rights in the Constitution, and investigate complaints regarding human rights violations, such as human trafficking.(64, 65)

Labor Law Enforcement

In 2015, labor law enforcement agencies in South Sudan took actions to combat child labor, including its worst forms.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (47)	Unknown (3)
Number of Labor Inspectors	Unknown	Unknown (3, 66)
Number of Child Labor Dedicated Inspectors	2 (47)	Unknown (66)
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	No (47)	No (3)
■ Training on New Laws Related to Child Labor	N/A (47)	N/A
■ Refresher Courses Provided	No (47)	No (3)
Number of Labor Inspections	0 (47)	0 (3, 66)
■ Number Conducted at Worksite	0 (47)	0 (3, 66)
■ Number Conducted by Desk Reviews	0 (47)	0 (3, 66)
Number of Child Labor Violations Found	75 (47)	1,759 (4, 45, 67, 68)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (47)	0 (3)
■ Number of Penalties Imposed That Were Collected	N/A	N/A

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Routine Inspections Conducted	No (47)	No (3)
■ Routine Inspections Targeted	N/A	N/A
Unannounced Inspections Permitted	Yes (52)	Yes (52)
Unannounced Inspections Conducted	No (47)	No (3)
Complaint Mechanism Exists	No (47)	No (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (47)	No (3)

All child labor violations found in 2015 were related to the identification and removal of children associated with armed groups carried out by other Government entities, in partnership with the UN.(3, 67, 69) Officials from the Ministry of Labor, Public Service, and Human Resource Development (MOL) reported that they lacked sufficient resources, such as vehicles for transport, to conduct labor investigations during the reporting year.(3, 11)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in South Sudan did not take actions to combat the worst forms of child labor.

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (47)	Unknown (3)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A (47)	N/A (3)
■ Refresher Courses Provided	Yes (47, 70)	Unknown (3)
Number of Investigations	0 (67)	0 (1)
Number of Violations Found	0 (47)	0 (1)
Number of Prosecutions Initiated	0 (47)	0 (1, 3)
Number of Convictions	0 (47)	0 (1, 3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (47)	No (3)

During the reporting period, the SPLA recruited children, at times by force, for use in armed conflict, even though the Child Act sets the minimum age for voluntary military recruitment at 18.(4-7, 51) Although both the Joint Action Plan to Combat the Use of Child Soldiers and the September 2014 Punitive Order commit the SPLA to holding its military officers accountable for the recruitment or use of children, research found no indication that the Government had neither investigated nor prosecuted the officers who had allegedly committed such crimes.(1, 4) SPLA commanders have received standing instructions to conduct yearly refresher training on child soldiering and human rights for their units, but that training likely has not occurred because of ongoing civil conflict, poor communication, and lack of capacity.(1)

In August 2015, the SPLA and SPLA-IO signed the Agreement on the Resolution of the Conflict in South Sudan, in which they committed to immediately and unconditionally release all child soldiers under their command or influence to UNICEF; however, neither group released any associated children in 2015.(1, 71) In mid-2015, the SPLA denied the UN Mission in South Sudan (UNMISS) access to two SPLA training camps in Eastern Equatoria state to monitor for the presence of child soldiers.(32) Between January and April 2015, David Yau Yau's South Sudan Democratic Movement/Army-Cobra Faction released 1,755 children—1,750 boys and 5 girls—in the Greater Pibor Administrative Area in Jonglei state as part of its integration process with the SPLA.(4, 45, 67, 68) Prior to each release, UNICEF and the National Disarmament, Demobilization, and Reintegration Commission (NDDRC) screened and verified each child before transporting the children to an interim care center, tracing the children's families, and reuniting the children with their families.(45, 67, 69) However, many children were subsequently witnessed carrying out military functions in the Greater Pibor Administrative Area, having been newly recruited or recruited anew to supervise checkpoints and serve as bodyguards to their commanders.(27, 34) David Yau Yau transferred four boys between ages 2 and 4 who had been abducted by the Murle tribe to the Ministry of Gender, Child and Social Welfare; the Ministry was able to reunite three of the children Owith their families.(34)

South Sudan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Criminal law enforcement officials failed to investigate any other violations related to the worst forms of child labor and, in some cases, perpetrated such crimes themselves. Some Government officials subjected girls to domestic servitude.⁽¹⁾ The Government continued to indiscriminately arrest and imprison child victims of human trafficking for the purpose of commercial sexual exploitation; however, one NGO service provider reported that the police informally referred for care at least 15 girls arrested for criminal prostitution during the reporting period.⁽¹⁾ Girls rescued from brothels in Juba reported that the police had provided security for the brothels, and that SPLA soldiers or other Government officials were frequent clients of child victims of commercial sexual exploitation.⁽¹⁾ It is unclear whether service providers referred the suspected cases of child labor violations to law enforcement officials for investigation.

South Sudan's justice system faces enormous challenges such as low capacity, funding shortages, interference by the Government and SPLA, and a scarcity of judges, prosecutors, and defense attorneys.^(1, 4) Prosecutors and law enforcement officials are not familiar with the Child Act's prohibitions on the worst forms of child labor, since the Act has not been adequately disseminated.^(49, 60, 72)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Coordinate efforts to combat the worst forms of child labor across government ministries; led by the MOL. ⁽³⁾
National Disarmament, Demobilization, and Reintegration Commission (NDDRC)	Oversee and coordinate the implementation of the Joint Action Plan to Combat the Use of Child Soldiers and reintegrate children formerly engaged in armed conflict. ⁽⁷³⁾ In 2015, the Government signed an extension to its 2014 recommitment to the Joint Action Plan. The NDDRC and UNICEF partnered to release child soldiers from a militia faction. ^(45, 69) Despite this, neither the Government nor the SPLA-In Opposition (SPLA-IO) has made significant progress in honoring commitments to release child soldiers from armed conflict. ^(1, 71)

The National Steering Committee on Child Labor did not convene or coordinate activities to combat child labor in 2015.^(1, 3)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of South Sudan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Joint Action Plan to Combat the Use of Child Soldiers	Requires the SPLA to demobilize children within its ranks. ⁽⁷⁴⁾ Aims to improve efforts to verify the age of new recruits and provide reintegration services, such as vocational training, to demobilized children. ^(16, 75, 76) In June 2014, the Government signed an agreement of recommitment to the implementation of the Joint Action Plan, followed by a work plan in August 2014 detailing the implementation steps for the agreement, which were to be completed by July 2015. ^(70, 77) Since the Government took no action to stop recruiting or to release its child soldiers after signing the recommitment agreement, in mid-2015, the National Technical Committee and the Country Task Force for Monitoring and Reporting adopted an extension of the agreement and strategy that includes screening and registration, disarmament and release, interim care, family tracing and reunification, and community reintegration. ^(1, 45) In December 2015, the SPLA-IO signed an action plan with the UN but did not immediately appoint an official to work with the UN to monitor and end child recruitment. ^(1, 4, 30)
Agreement on the Resolution of the Conflict in the Republic of South Sudan	Establishes the structure of a Transitional Government of National Unity and outlines actions to be taken by signatories. Article 1.7.3 prohibits the recruitment and use of child soldiers by armed forces or militias. Article 1.10 requires warring parties to immediately and unconditionally release all child soldiers under their command or influence. ⁽⁷⁸⁾
MOL's Policy Framework and Strategic Plan (2012–2016)	Aims to eliminate child labor and support workplace best practices in occupational safety and health. ^(79, 80)
UNDAF (2012–2016)	Seeks to improve access to and quality of education; includes provisions for social protection and the reintegration of child ex-combatants. ^(11, 81)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of South Sudan participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project (2011–2017)	USDOL-funded ILO project in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national Government and develop strategic policies to address the elimination of child labor and forced labor in South Sudan.(82) Activities suspended in December 2013 due to the security situation, but resumed in mid-2015 with the hiring of a consultant to review national laws and regulations on child and forced labor.(82)
UNICEF Country Program (2012–2015)	UNICEF-funded program implemented by the Government that aimed to develop child protection systems, with an emphasis on birth registration, a child-sensitive justice system, and reintegration services for children affected by armed conflict.(83, 84) Reunified 3,883 unaccompanied, separated, or missing children with their families since December 2013. Continues to provide financial support to over 80 percent of these children.(85)
Children, Not Soldiers Campaign	Ministry of Defense program to raise public and SPLA awareness of child protection principles, and to hold perpetrators accountable for recruiting child soldiers. Also aims to end the recruitment and use of children in armed conflict by the end of 2016.(74) No activities carried out under this program in 2015.(66)
Transition Center	Ministry of Social Development-administered, UNICEF-funded center in Yambio that provides interim care and support to children and mothers rescued from the Lord's Resistance Army.(1) Unclear whether it was operational during the year, given the deteriorated security situation in the area.(66)

Although South Sudan has programs that target child labor, the scope of these programs is insufficient to fully address the scope or extent of the problem, including in commercial sexual exploitation and child soldiering. Reports suggest that the reintegration and rehabilitation services provided to child soldiers are insufficient to meet the total need.(1, 3)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in South Sudan (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Complete ratification of the UN CRC Optional Protocol on Armed Conflict and UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography by delivering the necessary documents to the UN. Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Extend the protection for minimum age of work to all children.	2012 – 2015
	Ensure that the compulsory education age is equivalent to the minimum age for work.	2013 – 2015
	Ensure that debt bondage, child commercial sexual exploitation, and the use of children for illicit activities are sufficiently defined and criminalized in relevant laws.	2015
Enforcement	Ensure the Child Act's minimum age of 18 years for voluntary military recruitment is enforced by ending all recruitment and use of children under age 18 by the SPLA, the SPLA-IO, or associated militias. Stop providing weapons or other assistance to armed groups, including local militias that conscript or use children under age 18.	2012 – 2015
	Ensure that the NDDRC and the SPLA Child Protection Unit are able to screen SPLA and SPLA-IO barracks and other military sites to remove child soldiers from the army.	2014 – 2015
	Cease all military use of schools and school compounds.	2015
	Provide sufficient human and financial resources, as well as train personnel for effective inspection and enforcement efforts. Ensure that prosecutors and law enforcement officials are familiar with the Child Act's prohibitions on the worst forms of child labor and are trained in implementing all laws related to child labor. Institutionalize training for labor inspectors and criminal law enforcement personnel, as well as new employees.	2012 – 2015

South Sudan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the inspectorate's role to include onsite investigations of worksites, conducting unannounced inspections, and initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents. Make publicly available information on the number of labor inspectors, whether inspections are conducted routinely, and whether the inspectorate is authorized to assess penalties.	2015
	Establish a mechanism to receive child labor complaints.	2015
	Establish referral mechanisms for labor inspectors, criminal law enforcers, and social services providers to facilitate effective enforcement of labor and criminal laws and to implement social programs that address child labor issues.	2014 – 2015
	Prosecute perpetrators of child labor violations, including Government officials. Stop incarcerating child victims of commercial sexual exploitation and human trafficking, protecting brothels that employ such children, and Government officials' direct exploitation of children in commercial sexual exploitation.	2015
	Track and make publicly accessible information on the number of child labor investigators; types of investigations; areas of investigations; and citations, penalties, prosecutions, and convictions for crimes involving child labor, including its worst forms.	2012 – 2015
	Investigate, prosecute, and punish, as appropriate, officers in all former warring parties responsible for the recruitment or use of children in armed conflict. Pending investigations, suspend from their positions any commanders who are credibly alleged to have recruited and used child soldiers or who have allowed soldiers to occupy schools.	2013 – 2015
Coordination	Ensure that the National Steering Committee on Child Labor convenes and is able to coordinate activities to combat child labor.	2013 – 2015
Government Policies	Ensure that policies, such as the Joint Action Plan to Prevent the Use of Child Soldiers and Article 1.10 of the Agreement on the Resolution of the Conflict in South Sudan, are implemented.	2012 – 2015
Social Programs	Strengthen efforts to lessen the potential impact of food insecurity and the high cost of living on rural populations' ability to educate children.	2012 – 2015
	Improve access to education by addressing the lack of school infrastructure in rural areas and registering all children at birth.	2012 – 2015
	Ensure that children complete their primary education by subsidizing or defraying the cost of school uniforms and teachers' salaries. Resume paying teacher salaries in areas that have been under the control of opposition forces during the conflict.	2014 – 2015
	Conduct a national child labor survey including research to determine the activities carried out by children, in order to inform policies and social programs.	2013 – 2015
	Cooperate with child protection agencies, pursuant to Article 1.10 of the Agreement on the Resolution of the Conflict in South Sudan, to disarm and immediately release children within armed forces and aligned militias, and transfer them to appropriate civilian rehabilitation and reintegration programs that include education and vocational training, as well as necessary counseling. Ensure that the rehabilitation services provided to child soldiers are sufficient.	2014 – 2015
	Increase the scope of social programs to reach more children at risk of child labor, including in commercial sexual exploitation.	2012 – 2015

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South Sudan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

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In 2015, Sri Lanka made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government ratified the Palermo Protocol on Trafficking in Persons and launched the Country Level Engagement and Assistance to Reduce Child Labor II project. However, children in Sri Lanka are engaged in child labor, including in agriculture and in domestic work. There are no laws regulating employment in third-party households, which leaves children ages 14 to 18 employed as domestic workers vulnerable to exploitation. The Government's enforcement efforts also continued to be weak, particularly with regards to hazardous child labor.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Sri Lanka are engaged in child labor, including in agriculture and domestic work.(1, 2) Table 1 provides key indicators on children's work and education in Sri Lanka.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	9.2 (302,865)
Attending School (%)	5-14 yrs.	97.8
Combining Work and School (%)	7-14 yrs.	10.4
Primary Completion Rate (%)		98.0

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(3)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Activity Survey, 2008–2009.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming,* activities unknown (1, 2, 5) Fishing* (2, 5)
Industry	Manufacturing,* activities unknown (1, 2) Mining,*† including gem mining*† (2, 6, 7) Construction,* activities unknown (2, 8) Production of fireworks*† (9)
Services	Domestic work* (2, 10, 11) Transportation,* activities unknown (2, 8) Street vending* and begging* (2, 8)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (1, 2, 12) Forced labor in domestic work* and begging,* each sometimes as a result of human trafficking (2, 13) Forced labor in farming,* fish-drying,* and fireworks* production (12)

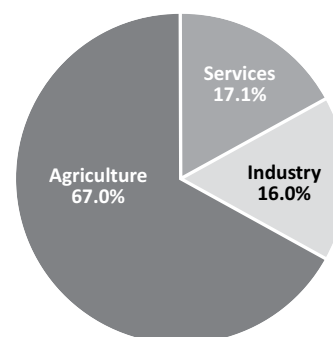
* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.



Figure 1. Working Children by Sector, Ages 5-14



There are reports of children being employed as domestic workers due to debt bondage and of children from tea estates being trafficked internally to perform domestic work in Colombo, for which their payments are withheld and movements are restricted.(2, 12) Some child domestic workers are subject to physical, sexual, and emotional abuse.(2) There are reports that children are subjected to bonded labor and forced labor in farming.(12) Children, predominantly boys, are trafficked internally for commercial sexual exploitation in coastal areas as part of the sex tourism industry.(2, 12)




There is a lack of current data on child labor, particularly in the agricultural sector and in manufacturing; there is also a lack of data on child labor in the Northern Province, which was excluded from the Government's 2008/2009 Child Activity Survey because of civil conflict in the region.(14) However, in 2015, the Department of Census and Statistics launched a new Child Labor Survey that will cover all the provinces, including the Northern Province. The results are expected to be released in 2016.(15)

Most children in Sri Lanka have access to basic education.(3) However, barriers to accessing education include difficulties traveling to school in some regions, lack of sanitation and clean water, and an inadequate supply of teachers. This is particularly true in the Northern and Eastern Provinces, which have been affected by the civil conflict that ended in 2009.(16)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Sri Lanka has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

On June 15, 2015, the Government of Sri Lanka ratified the Palermo Protocol on Trafficking in Persons.

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 13 of the Employment of Women, Young Persons, and Children Act (17)
Minimum Age for Hazardous Work	Yes	18	Section 20A of the Employment of Women, Young Persons, and Children Act (17)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 31 of the Employment of Women, Young Persons, and Children Act; Hazardous Occupations Regulation No. 47 (17, 18)
Prohibition of Forced Labor	Yes		Sections 358A, 360C, 360A(2), and 360A(4) of the Penal Code (19)
Prohibition of Child Trafficking	Yes		Sections 360C, 360A(2), and 360A(4) of the Penal Code (19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 286A, 360B, 360A(2), and 360A(4) of the Penal Code (19)
Prohibition of Using Children in Illicit Activities	Yes		Sections 288, 288A, 288B, and 360C of the Penal Code (19)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 31 of the Employment of Women, Young Persons, and Children Act (18)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Compulsory Education Age	Yes	14	Section 43 of the Education Ordinance; Compulsory Attendance of Children at Schools Regulation (20, 21)
Free Public Education	Yes		Section 47 of the Education Ordinance (20)

*No conscription (22)

There are no laws regulating employment in third-party households, leaving children ages 14 to 18 who are employed as domestic workers vulnerable to exploitation.(10, 11)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Trade Union Relations	Enforce child labor laws and receive public complaints of child labor filed in national and district-level offices. Refer cases involving the worst forms of child labor to the police and National Child Protection Authority (NCPA).(23) Conducts special investigations in relation to child labor through the Women and Children's Affairs Division. (24)
Children and Women's Bureau of the Sri Lankan Police	Enforce laws on child labor, child trafficking, commercial sexual exploitation of children, and the use of children in illicit activities.(8)
NCPA Special Police Investigation Unit	Inspect premises, interrogate people, and seize property suspected to be involved with child abuse, including unlawful child labor.(8, 25)
Department of Probation and Child Care Services	Coordinate services for child victims of forced labor, human trafficking, and commercial sexual exploitation who have been referred to the Department of Probation and Child Care Services by the police and the court. Refer children to centers that provide shelter, medical and legal services, psychological counseling, and life and vocational skills training.(26-28)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Sri Lanka took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	428 (29)	389 (24)
Inspectorate Authorized to Assess Penalties	No (17)	No (17)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (29)	Yes (24)
Number of Labor Inspections	8,300 (30)	57,265 (24)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	133 (30)	129 (24)
Number of Child Labor Violations for Which Penalties Were Imposed	9 (30)	2 (24)
■ Number of Penalties Imposed That Were Collected	1 (30)	Unknown
Routine Inspections Conducted	Yes (31, 32)	Yes (31, 32)
■ Routine Inspections Targeted	Yes (31, 32)	Yes (31, 32)
Unannounced Inspections Permitted	Yes (17)	Yes (17)
Unannounced Inspections Conducted	Unknown	Yes (33, 34)
Complaint Mechanism Exists	Yes (35)	Yes (35)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (35)	Yes (35)

Sri Lanka

MODERATE ADVANCEMENT

Since the nationwide implementation of the Labor Inspection System Application in 2014, the labor inspectorate has increased its capacity to reliably and accurately collect data on the labor inspections that are conducted.(36)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Sri Lanka took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (9)	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	6 (30)	Unknown
Number of Prosecutions Initiated	5 (30)	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (37)	Yes (37)

The Children and Women's Bureau of the Sri Lankan Police (CWBSLP) is staffed by 45 officers in 36 of the country's 460 police stations. In police stations without CWBSLP representation, the officer in charge oversees all the functions of the CWBSLP.(8) The National Child Protection Authority Special Police Investigating Unit has approximately 40 police officers who investigate complaints involving children, including child labor. The agency also has approximately 250 child protection officers based in the districts who are tasked with preventing child exploitation and victim protection.(8, 29) Both the CWBSLP and the National Child Protection Authority face a shortage of funds that affects their ability to carry out their mandate.(8)

The Government of Sri Lanka has committed to investigating allegations of previous recruitment and use of children in armed conflict by non-state armed forces. Although some recruiters of child soldiers were killed during the conflict, research has found no evidence of prosecutions and convictions of living recruiters who violated the law on children and armed conflict.(38-40)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on Child Labor	Coordinate the implementation of the Roadmap to End the Worst Forms of Child Labor, the Government's key policy document for the elimination of the worst forms of child labor. Chaired by the Secretary of MOLLR and includes representatives from key government agencies, employer and workers' organizations, ILO, UNICEF, and NGOs.(23) In 2015, the National Steering Committee on Child Labor drafted an action plan for eliminating child labor through educational achievement and submitted it to the Ministry of Education for approval.(24)
National Child Protection Authority	Coordinate and monitor activities related to the protection of children, including activities to combat the worst forms of child labor. Consult with the relevant government ministries, local governments, employers, and NGOs, and recommend policies and actions to prevent and protect children from abuse and exploitation.(41)
National Anti-Trafficking Task Force	Coordinate interagency efforts to address all human trafficking issues, including commercial sexual exploitation and forced labor. Led by the Ministry of Justice and includes representatives from a range of government agencies, including the Ministry of Social Services, Ministry of Women and Child Affairs, Labor Secretariat, NCPA, Department of Probation and Child Care, Police Criminal Division, and Bureau for the Prevention of Abuse to Women and Children.(13)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Sri Lanka has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Sri Lanka's Roadmap 2016 on the Worst Forms of Child Labor (2011–2016)	Specifies time-bound goals, including developing or strengthening, or both, the management, coordination, implementation, resource mobilization, and reporting of programs that will lead to the elimination of the worst forms of child labor by 2016.(42) Provides district-level mainstreaming strategies to address specific sectors of child labor, including armed conflict, plantations, fisheries, and tourism. Outlines strategies to include child labor issues within social protection and education goals.(42)
National Human Resources and Employment Policy for Sri Lanka	Provides an overarching umbrella framework to several existing national policies related to employment and human resources formulated by different ministries. Sets the elimination of child labor in hazardous activities as a priority and goal of zero tolerance for the worst forms of child labor by 2016.(43)
National Plan of Action on Anti-Human Trafficking	Plans the implementation of anti-human trafficking activities for each member of the Anti-Trafficking Task Force on an annual basis.(44)
Standard Operating Procedures for the Identification and Protection of Trafficking Victims	Guides all government agencies, especially the police, in the procedures for identifying and protecting victims of human trafficking, convicting offenders, and providing assistance and reintegration services.(37) In 2015, police units and officers of the Ministry of Women and Child Affairs received training on the standard operating procedures for referrals and case management for victims of human trafficking.(13)
National Education Sector Development Framework and Program II (2012–2016)*	Aims to increase the equitable access, quality, and delivery of education. Supports accelerated learning and non-formal education for dropouts from the formal education system.(45, 46)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

The Government has not yet approved the draft National Child Protection Policy. This policy is intended to ensure effective coordination among all organizations and individuals working for the protection and development of children in Sri Lanka. It also outlines key policy recommendations, including strengthening and expanding non-formal education opportunities for vulnerable children (including child laborers) in geographic locations with the highest concentrations of vulnerable households.(47) It recommends measures to prevent and eliminate the trafficking of children, including through improved detection and identification of traffickers and victims, and to provide greater protections to child victims.(47)

In 2014, the National Steering Committee on Child Labor drafted a new national child labor policy, with technical assistance from the ILO; however, information on the current status of the draft policy is unavailable.(30) The draft policy aims to end the worst forms of child labor by 2016 through a variety of activities, including effective enforcement of relevant laws and the integration of child labor into key development policies and programs.(8)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Sri Lanka funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Child Labor Free Zone by 2016†	Local government initiatives that seek to eliminate child labor through the identification of children engaged in child labor, a rehabilitation program, assistance to families of children at risk of engaging in child labor, and an awareness-raising campaign. Operated by the district secretariats, with assistance from MOLLR, and with technical and financial support from the ILO.(48) The program was piloted in Ratnapura in 2013, and expanded to the Kegalle and Ampara districts in 2014.(48-51)
Shelter for Victims of Human Trafficking	IOM-funded Ministry of Child Development and Women's Affairs shelter that provides victims of human trafficking, including children, with safe shelter and access to medical, psychological, and legal assistance. In 2015, staff members received training on the standard operating procedures for identifying and protecting human trafficking victims and the newly established shelter guidelines.(13, 37)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Country Level Engagement and Assistance to Reduce Child Labor II (CLEAR II)*	USDOL-funded capacity building project implemented by Winrock International and partners Verité and Lawyers Without Borders in at least 8 countries to build local and national capacity of the Government to address child labor. Aims to: (1) improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards, (2) improve monitoring and enforcement of laws and policies related to child labor, (3) implement a National Action Plan on the elimination of child labor, and (4) enhance the implementation of national and local policies and programs aimed at the reduction and prevention of child labor in Sri Lanka.(52)
Decent Work Country Program (2013–2017)	ILO technical assistance project detailing the policies, strategies, and results required to make progress toward the goal of decent work for all. Includes four strategies to reduce the worst forms of child labor: (1) capacity building for mainstreaming worst forms of child labor into sectorial plans and programs, (2) area-based integrated approach within districts, (3) strengthening institutional mechanisms for improved coordination and monitoring, and (4) development of a knowledge base for tracking progress.(53)
UNDAF (2013–2017)	Agreement-tying UN assistance to Sri Lanka's long-term development priorities, with the goal of sustainable and inclusive economic growth and with equitable access to quality social services, strengthened human capabilities, and reconciliation for lasting peace. Stipulates that UN agencies will support national efforts to strengthen justice for children and will achieve the goal of zero tolerance of the worst forms of child labor, including the trafficking of children for exploitative employment.(54)
Transforming School Education	A \$100-million, World Bank-financed, 5-year education project to support the Education Sector Development Framework and Program. Objectives include promoting access to primary and secondary education, improving the quality of education, and strengthening governance and delivery of education services.(55) Appoints school attendance committees to promote school enrollment and attendance; runs school nutrition and health programs.(23)

* Program was launched during the reporting period.

† Program is funded by the Government of Sri Lanka.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Sri Lanka (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the legal framework includes protections for children engaged in domestic work.	2010 – 2015
Enforcement	Publish information on labor law enforcement and criminal law enforcement actions.	2014 – 2015
	Authorize the labor inspectorate to assess penalties for labor law violations.	2015
	Provide additional funding for the CWBSLP and the NCPA to adequately investigate forced labor, child trafficking, and the commercial sexual exploitation of children.	2011 – 2015
	Prosecute individuals who have violated laws related to children's exploitation in armed conflict.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing education policies.	2014 – 2015
Social Programs	Conduct research on child labor in the Northern Province and on the specific activities carried out by children, particularly those working in the farming and manufacturing sectors.	2011 – 2015
	Eliminate barriers to education, including difficulties with transportation to schools, lack of sanitation and clean water, and an inadequate supply of teachers.	2012 – 2015

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Suriname

MINIMAL ADVANCEMENT

In 2015, Suriname made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government provided training to criminal law enforcement officers and raised awareness on human trafficking. However, children in Suriname continue to engage in child labor in mining and in the worst forms of child labor in commercial sexual exploitation. Existing social programs are insufficient to address child labor, including its worst forms. Additionally, Suriname has not raised the compulsory education age to extend to the minimum age for employment and does not collect or publish data on child labor inspections and violations.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Suriname are engaged in child labor, including in mining. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1-11) Table 1 provides key indicators on children's work and education in Suriname.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.4 (6,671)
Attending School (%)	5-14 yrs.	95.8
Combining Work and School (%)	7-14 yrs.	6.6
Primary Completion Rate (%)		93.7

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(12)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(13)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Harvesting crops,* applying pesticides,*† carrying heavy loads*† (1, 3, 8)
Industry	Mining, particularly gold mining (1-6, 8, 10, 11, 14)
Services	Street work, including vending (1, 3, 5, 6, 8, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (1-3, 5-11, 16, 17)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children in Suriname, predominantly boys, work in small-scale gold mines carrying heavy loads and risking exposure to mercury, excessive noise, extreme heat, and collapsing sand walls.(4, 8, 14) Children from Suriname, Guyana, Brazil, and the Dominican Republic are subjected to commercial sexual exploitation in Suriname, sometimes as a result of human trafficking, including in informal mining camps in the country's remote interior.(1, 3, 5, 6, 9, 10, 15-17)

Although primary school enrollment rates are above 90 percent for boys and girls in Suriname, these rates drop to close to 52 percent for males and 63 percent for females at the secondary school level.(18)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Suriname has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 17 of the Labor Code (1, 3-6, 19, 20)
Minimum Age for Hazardous Work	Yes	18	Article 20 of the Labor Code (1, 3-5, 19, 20)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 2 and 3 of the Decree on Hazardous Labor; Articles 20 and 21 of the Labor Code (20-22)
Prohibition of Forced Labor	Yes		Article 15 of the Constitution; Articles 253 and 307 of the Penal Code (6, 19, 23)
Prohibition of Child Trafficking	Yes		Articles 307 and 334 of the Penal Code (6, 19)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 298, 306, and 334 of the Penal Code (1, 3, 5, 6, 19)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 9 of the Legal Status of Military Personnel Act (24, 25)
Compulsory Education Age	Yes	12	Article 39 of the Constitution; Article 20 of the Law on Basic Education (4, 6, 23, 26)
Free Public Education	Yes		Articles 38 and 39 of the Constitution (23)

* No conscription (24)

Article 20 of the Law on Basic Education requires children to attend school until they are at least age 12.(26) This leaves children between ages 12 and 14 particularly vulnerable to the worst forms of child labor, as they are no longer required to attend school but are not yet legally permitted to work.(1, 4) Although the Constitution guarantees free public education for all citizens, sources indicate that some children born in Suriname are not entitled to citizenship and remain ineligible to receive free public education. (23, 27, 28) The Penal Code established penalties for the production and trafficking of drugs but does not appear to specifically prohibit the use, procurement, and offering of a child in the production and trafficking of drugs.(19)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Suriname

MINIMAL ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Technology, and Environment (MLTE)/ Department of Labor Inspections	Enforce laws related to child labor in the formal sector.(4, 5, 11)
Ministry of Justice and Police	Enforce criminal laws related to child labor. Monitor and enforce child labor laws in the informal sector, including on the streets.(3, 5, 6, 11) The Youth Affairs Police covers law enforcement involving children under age 18 and is jointly responsible for child labor-related crimes.(3, 5) The Police Trafficking in Persons Unit investigates reports and allegations of trafficking in persons and forced sexual exploitation nationwide, including cases involving children.(5, 6)
Prosecutor's Office	Investigate and prosecute human trafficking cases.(8)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Suriname took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (29)	Unknown (8)
Number of Labor Inspectors	66 (29)	Unknown (8)
Inspectorate Authorized to Assess Penalties	Yes (29)	Yes (8)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (30)	Unknown (8)
■ Training on New Laws Related to Child Labor	Yes (8)	Unknown (8)
■ Refresher Courses Provided	Unknown (30)	Unknown (8)
Number of Labor Inspections	Unknown* (29)	Unknown* (8)
■ Number Conducted at Worksites	Unknown* (8)	Unknown* (8)
■ Number Conducted by Desk Reviews	Unknown* (8)	Unknown* (8)
Number of Child Labor Violations Found	0 (8)	Unknown* (8)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown*	Unknown* (8)
■ Number of Penalties Imposed That Were Collected	Unknown*	Unknown* (8)
Routine Inspections Conducted	Yes (8)	Yes (8)
■ Routine Inspections Targeted	No (8)	No (8)
Unannounced Inspections Permitted	Yes (8)	Yes (8)
Unannounced Inspections Conducted	Yes (8)	Yes (8)
Complaint Mechanism Exists	No (8)	No (8)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (8)	No (8)

*The Government does not make this information publicly available.

The Government of Suriname does not collect or publish data on child labor inspections and violations. Labor inspections are mainly conducted near coastal areas and do not provide adequate coverage to ensure the enforcement of labor laws, particularly in agricultural areas, fisheries, and in the country's interior, which is difficult to reach or monitor.(9, 30)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Suriname took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (8)	Yes (8)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (8)	Yes (8)
■ Refresher Courses Provided	Yes (8)	Yes (8)
Number of Investigations	15 (31)	7 (9)
Number of Violations Found	13 (31)	Unknown (8)

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor (cont)

Overview of Criminal Law Enforcement	2014	2015
Number of Prosecutions Initiated	27 (31)	7 (9)
Number of Convictions	10 (31)	0 (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (31)	No (8)

In 2015, the Government increased resources, including office space, for the Police Trafficking in Persons Unit of Police.(9) However, according to the Prosecutor's Office, investigations are initiated only as a result of complaints filed and are limited by a lack of resources, especially for travel to the interior of the country.(29, 31) Law enforcement efforts are also limited by the lack of formal processes for victim referrals. When the Youth Affairs Police finds children working on the street, these children are sometimes registered and sent home without referrals to any relevant services.(5, 6, 31) Child trafficking victims may be referred to shelters operated by NGOs; however, there are no dedicated shelters for human trafficking victims in Suriname and some children were placed in juvenile detention facilities due to lack of space in existing shelters.(1, 3, 9, 32)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission for the Elimination of Child Labor (NCECL)	Coordinate efforts to combat child labor, including by researching different forms of child labor, advising on policy related to combating child labor, and formulating an action plan.(6) Represent 11 members, including the Presidential Commission on Child and Adolescent Policy; labor unions; private sector entities; academic institutions; NGOs; the MLTE; and the ministries of Social Affairs, Education, Regional Development, and Justice and Police.(1, 3, 6)
Anti-Trafficking Working Group	Coordinate the Government's anti-trafficking efforts.(1, 3, 5, 6) Provide care to victims of trafficking through government-supported NGOs.(6, 33) Comprised of seven members, six from government agencies and one representing the NGO community. Initiatives include those that target the worst forms of child labor, such as the commercial sexual exploitation of children.(3, 5, 6) Inactive throughout most of the reporting period. In December, the Minister of Justice and Police reorganized and reactivated the group, designating the Permanent Secretary of the Ministry of Justice and Police as the head.(8)

The National Commission for the Elimination of Child Labor (NCECL) mandate expired in January 2015 and has not been renewed. The NCECL has been inactive since 2014 and there are no current plans to reestablish the commission.(8)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Suriname has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation to eradicate child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Suriname at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(34, 35)
Roadmap to Combat Human Trafficking in Suriname (2014–2018)	Outlines a policy to combat trafficking in persons through 2018.(29)

The Government of Suriname is in the initial stages of developing a new National Action Plan to eliminate child labor.(36) Research found no evidence that the Roadmap to Combat Human Trafficking in Suriname has been implemented.(8, 9)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Suriname funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Suriname

MINIMAL ADVANCEMENT

Table 10. Social Programs to Address Child Labor

Program	Description
Country-Level Engagement and Assistance to Reduce Child Labor (CLEAR) (2013–2017)	USDOL-funded capacity-building project implemented by the ILO in at least 10 countries to build the local and national capacity of the Government to address child labor. Aims to improve monitoring and enforcement of laws and policies related to child labor in Suriname; will implement a National Action Plan on the elimination of child labor and support a national child labor survey.(36, 37)
Child and Youth Hotlinet	Government-run hotline that provides confidential advice to children in need, including victims of the worst forms of child labor.(29) Calls during the reporting period included inquiries on the definition of human trafficking.(8)
Anti-Trafficking Hotlinet	Government-sponsored hotline through which citizens can provide information to the police about trafficking cases.(10, 16, 29)
Human Trafficking Awareness Program†	Government-funded anti-trafficking awareness campaign for press, radio, television, Internet, and social media. In 2015, activities included publishing awareness-raising ads in local newspapers.(6, 8, 26, 33)
Second Basic Education Improvement Program (2015–2040)*	\$20 million IDB, 25-year loan implemented by the Ministry of Education to develop curriculum and textbooks, provide teacher training, renovate classrooms, build housing for teachers in the interior, and build a center for teacher training and professional development. Will benefit 90,000 students and 6,500 teachers.(8, 38)

* Program was launched during the reporting period.

† Program is funded by the Government of Suriname.

While the Government continues to support initiatives to eradicate child labor, existing social programs are insufficient to fully address the problem. In particular, Suriname lacks programs to assist children who are subjected to commercial sexual exploitation or who work in mining or agriculture.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Suriname (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish penalties for the use, procurement, and offering of a child in the production and trafficking of drugs.	2015
	Increase the compulsory education age to at least 14, the minimum age for work.	2009 – 2015
	Ensure that all children, including children born to foreign-born parents, have access to free public education.	2015
Enforcement	Make information on labor law enforcement efforts publicly available, including the labor inspectorate's funding levels and training, as well as the number of labor inspectors, annual labor inspections conducted at worksites or by desk review, child labor violations identified, and penalties imposed and collected for child labor violations.	2012 – 2015
Enforcement	Strengthen the labor inspectorate by initiating targeted inspections based on the analysis of data related to risk-prone sectors and patterns of serious incidents. Ensure that labor inspections are conducted in fisheries and in the interior of the country, particularly in mining and agricultural areas where child labor is likely to occur.	2015
	Establish a mechanism to receive child labor complaints.	2015
	Allocate sufficient funding to ensure that criminal law enforcement officers have the resources necessary to conduct investigations, particularly in the interior of the country and in informal mining areas.	2014 – 2015
	Create a formal mechanism to refer victims of child labor, forced labor, and human trafficking identified by labor or criminal law enforcement authorities to the appropriate social services.	2010 – 2015
Coordination	Reestablish the NCECL or another mechanism to coordinate government efforts to address child labor, including its worst forms.	2015
Government Policies	Develop and implement a National Action Plan on the elimination of child labor.	2015
	Strengthen efforts to prevent and eradicate the trafficking of children, including for commercial sexual exploitation, by implementing the Roadmap to Combat Human Trafficking (2014–2018).	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Develop social programs to prevent and eradicate child labor in agriculture and mining and to improve secondary school attendance.	2015
	Develop appropriate social services and shelters to assist child victims of commercial sexual exploitation and human trafficking.	2014 – 2015

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Swaziland

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

In 2015, Swaziland made efforts to eliminate the worst forms of child labor, but was also complicit in the use of forced child labor. While the Government continued its Free Public Education Program by paying school fees for children to attend primary school and expanded this program to cover grade seven, Swaziland is receiving an assessment of no advancement because the Minister of Education and Training closed schools for 7 days and forced more than 30,000 children and adults to carry out national duties, including weeding the King's fields. In addition, local chiefs forced children to engage in agricultural work throughout the year. Penalties for refusing to perform this work included evicting families from their village, confiscating livestock, and withholding family wages. Children in Swaziland are also engaged in child labor, including in domestic work and herding cattle. Significant gaps in laws remain, including the lack of a compulsory education age, and social programs do not adequately address child labor in domestic work and livestock herding.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Swaziland are engaged in child labor, including in domestic work and herding cattle.(1-4) Table 1 provides key indicators on children's work and education in Swaziland.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	11.7 (35,368)
Attending School (%)	5-14 yrs.	92.5
Combining Work and School (%)	7-14 yrs.	13.0
Primary Completion Rate (%)		79.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(5)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Growing corn,* picking cotton,* and harvesting sugarcane* (1, 3, 4)
	Herding cattle* and other livestock* (1, 3, 4, 7)
Services	Domestic work (1, 3, 4, 7)
	Serving alcohol *†(4)
	Street work, including as vendors, bus attendants, taxi conductors, portering, and washing cars (2-4, 7-9)
Categorical Worst Forms of Child Labor‡	Forced labor in livestock herding,* domestic work,* farming,* and market vending,* each sometimes as a result of human trafficking (2, 10)
	Commercial sexual exploitation sometimes as a result of human trafficking (1, 2, 10)
	Use in illicit activities, including growing, manufacturing, and selling drugs* (11)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Since 2000, the Government closed schools as part of the *Incwala* ceremony so that children, ages 13 and older, and adults could weed the fields of King Mswati III. (12-15) From January 20–27, 2015, the Government once again closed schools and required more than 30,000 children and adults to weed the King's field with their bare hands during morning hours. (12, 16-18) Private schools that were open on January 13, 2015, were ordered to close so that children could weed the King's fields. The Government maintains a register of all workers and provided food and a token, referred to as the *imbasha*, after the work was completed. Children and adults who refused to weed the fields were threatened with high fines, eviction from their village, and the confiscation of livestock. (15, 17, 19)

Act No. 6 of the 1998 Administrative Order gave local chiefs the authority to force residents to perform agricultural work and other essential tasks. The Swaziland High Court declared this law null and void in 2000, but it has yet to be formally repealed. (20) In 2015, local chiefs and their inner councils required residents, including children, to perform agricultural and other work deemed necessary. (10, 14, 18, 20) Residents who refused to perform this work were threatened by the local chiefs with eviction, confiscation of livestock, and wage withholding. (15, 16)

Children in Swaziland, especially girls and orphans, are trafficked within the country and externally to South Africa for commercial sexual exploitation and forced labor in agriculture and domestic work. Some Mozambican boys migrate to Swaziland to conduct street work or to work in herding livestock, and subsequently become victims of human trafficking. Local NGOs explained that child abuse cases, including child labor, frequently occur in regions such as Manzini and Lubombo.




Swaziland has one of the world's highest HIV/AIDS prevalence rates, affecting more than a quarter of the population. According to the UNICEF 2010 Multiple Indicator Cluster Survey, 23.6 percent of children under age 18 have lost at least one parent, mostly as a result of HIV/AIDS. (21-23) A source also indicates that orphans face unfair and unequal treatment in schools. Although the Government paid school fees for some vulnerable children to attend primary school under the Free Primary Education Program, top-up fees required by school officials create barriers to education that further increase children's vulnerability to exploitative labor.

Although the Government has conducted general labor force surveys, these surveys did not cover child labor; the Government also has not made it a policy to collect data on the worst forms of child labor. (24-26)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Swaziland has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 234 of the Children's Protection and Welfare Act (27)
Minimum Age for Hazardous Work	Yes	18	Article 236 of the Children's Protection and Welfare Act (27)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 16, 233, 236, and 237 of the Children's Protection and Welfare Act (27)

Swaziland

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 17 of the Constitution; Article 75 of the Children's Protection and Welfare Act; Article 13 of the People Trafficking and People Smuggling (Prohibition) Act (27-29)
Prohibition of Child Trafficking	Yes		Article 75 of the Children Protection and Welfare Act; Article 13 of the People Trafficking and People Smuggling (Prohibition) Act (27, 29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 43-46 of the Crimes Act; Sections 1-5 and 7 of the Obscene Publications Act; (8, 30)
Prohibition of Using Children in Illicit Activities	Yes		Articles 16 and 49 of Children's Protection and Welfare Act (27)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Section 17(3) of the Umbutfo Swaziland Defense Force Order (31)
Compulsory Education Age	No		
Free Public Education	Yes		Article 29(6) of the Constitution (??); Section 3 of the Free Primary Education Act (28, 32, 33)

* No conscription. (31)

The Sexual Offenses and Domestic Violence Bill is still under review in Parliament and has yet to be passed into law. Sections 13–15 and 23–28 of the bill would criminalize using, procuring, and offering a child for commercial sexual exploitation.(30) Section 97 of the Employment Act applies minimum age protections to children working in industrial undertakings, but it does not cover children working in domestic and agricultural work.(34) Under Articles 233, 236, and 237 of the Children's Protection and Welfare Act, children are prohibited from engaging in hazardous work in industrial undertakings, including in mining, manufacturing, and doing electrical work; however, these prohibitions do not extend to children in domestic and agricultural work; evidence indicates that children may be working long hours, using dangerous machines, carrying heavy loads, receiving exposure to harmful pesticides, and working alone in remote areas.(4, 27)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations related to child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security	Enforce child labor laws and promote relations between labor, government, and business through tripartite dialogue.(1, 35)
Royal Swaziland Police	Enforce child labor laws.(1, 35) The Domestic Violence and Protection Unit primarily focuses on addressing child labor by educating police officers on how to identify child labor violations and the obligation to report violations. Enforce child labor laws.(1, 35)
Department of Social Welfare	Enforce child labor laws and look out for the interests of vulnerable populations, including orphans, children, and elderly people.(1, 35)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Swaziland took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (3)	Unknown* (3)
Number of Labor Inspectors	30 (3)	30 (3)
Number of Child Labor Dedicated Inspectors	3 (3)	3 (3)
Inspectorate Authorized to Assess Penalties	No (3)	No (3)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (3)	N/A (3)
■ Training on New Laws Related to Child Labor	Yes (3)	N/A (3)
■ Refresher Courses Provided	No (3)	No (3)
Number of Labor Inspections	Unknown* (3)	Unknown* (3)
■ Number Conducted at Worksite	Unknown* (3)	Unknown* (3)
■ Number Conducted by Desk Reviews	0* (3)	0* (3)
Number of Child Labor Violations Found	2 (3)	0* (3)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (3)	0* (3)
■ Number of Penalties Imposed That Were Collected	Unknown* (3)	0* (3)
Routine Inspections Conducted	Yes (3)	Yes (3)
■ Routine Inspections Targeted	Yes (3)	Yes (3)
Unannounced Inspections Permitted	Yes (3)	Yes (3)
Unannounced Inspections Conducted	Yes (3)	Yes (3)
Complaint Mechanism Exists	No (3)	No (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (3)	Yes (3)

*The Government does not make this information publicly available.

The Ministry of Labor and Social Security and NGOs noted that labor inspectors lacked sufficient resources, such as vehicles to conduct inspections.(3)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Swaziland took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (3)	Unknown (3)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown (3)	Unknown (3)
■ Refresher Courses Provided	Yes (3)	Yes (7)
Number of Investigations	2 (3)	Unknown (3)
Number of Violations Found	2 (3)	0 (3)
Number of Prosecutions Initiated	0 (3)	0 (3)
Number of Convictions	0 (3)	0 (3)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (3)	Yes (3)

*The Government does not make this information publicly available.

The Royal Swaziland Police Domestic Violence and Child Protection Unit trained police officers using the Children's Protection and Welfare Act orientation package for police officers that was developed in collaboration with UNICEF to clarify the role of police officers in addressing child labor.(7)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Trafficking in Persons Secretariat	Coordinate, monitor, and implement programs to combat trafficking in persons, with the assistance of the Anti-Human Trafficking Task Force.(37)
Anti-Human Trafficking Task Force	Exchange information on cases of human trafficking between relevant stakeholders, including the police, immigration, social services, and prosecutors. Comprises a conglomerate of NGOs and government entities, including the Royal Swaziland Police; Director of Public Prosecutions; Attorney General's Office; Department of Social Welfare; Department of Health; Ministry of Foreign Affairs; and MLSS.(1, 38)

Swaziland

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Swaziland has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Plan of Action for Children	Implements the Children's Protection and Welfare Act mandate by developing a plan to address child labor, especially in hazardous work.(32)
National Children's Policy	Represents the policy framework of the Children's Protection and Welfare Act.(32)
National Plan of Action for Orphans and Vulnerable Children	Provides strategic objectives, such as providing education, psychosocial support, child protection, research and monitoring, and support to help orphans and vulnerable children enroll in school. Identifies child laborers as a vulnerable group of children.(36)
National Strategic Framework and Action Plan to Combat People Trafficking	Assigns responsibilities to relevant Government agencies on trafficking in persons.(36)
UN Development Assistance Framework (2011–2015)*	Improved access to social services, especially for women, children, and disadvantaged groups.(37)
National Social Development Policy*	Provides protections for children, including orphans and vulnerable children, street children, children with disabilities, and others.(32)
Education Sector Policy*	Seeks to provide equitable access to education.(32)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Although the National Task Team drafted an Action Program on the Elimination of Child Labor (APEC) in 2008 and made additional changes in 2012, it has not been approved. APEC includes the legal protections outlined in the Children's Protection and Welfare Act.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Swaziland participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues (2011–2017)	USDOL-funded project, implemented by the ILO in approximately 40 countries, to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016, established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Swaziland.(41) During the year, IPEC-SIMPOC reviewed the data collected, in collaboration with the Swaziland national statistical office in preparing a report on the findings.(42)
Decent Work Country Program (2010–2017)	ILO program seeking to raise awareness of and provide training programs on international labor standards, with the aim of developing national laws related to the ratified ILO conventions. (38, 39)
Free Primary Education Program (2009–2015)†	Government program provided free primary education to children. In 2015, the program was extended from grade six to grade seven.(3)

† Program is funded by the Government of Swaziland.

Government resources allocated to education, the fight against HIV/AIDS, and other social protection programs that may affect the worst forms of child labor are still limited. The Government, in collaboration with NGOs, provided trafficking victims with basic necessities, such as food, clothing, shelter, toiletries, counseling, and medical care.(18) Although Swaziland has programs that target child labor, research found no evidence that it has carried out programs specifically designed to assist children working in livestock herding and domestic work.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Swaziland (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish a compulsory education age that is consistent with the minimum age for employment.	2009 – 2015
	Ensure that the minimum age provisions in the law apply to children working in all industries, including in agriculture and domestic work.	2013 – 2015
	Ensure that the hazardous occupations and activities prohibited for children are comprehensive and include agriculture and domestic work.	2012 – 2015
	Enact the Sexual Offenses and Domestic Violence Bill to further protect children from commercial sexual exploitation.	2009 – 2015
Enforcement	Provide adequate resources, including transportation, to conduct labor inspections.	2013 – 2015
	Develop a system to record child labor complaints.	2009 – 2015
	Make civil and criminal enforcement information publicly available on the number of inspections, violations, investigations, prosecutions, convictions, and penalties issued.	2013 – 2015
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2015
Government Policies	Integrate child labor elimination and prevention strategies into relevant development and education policies.	2010 – 2015
	Adopt a policy, such as APEC, that addresses the worst forms of child labor.	2012 – 2015
Social Programs	Collect data on the worst forms of child labor.	2009 – 2015
	Ensure that children are guaranteed access to free education, including by addressing illegal school fees.	2013 – 2015
	Ensure that local chiefs are not illegally imposing Act No. 6 of the 1998 Administrative Order to force children to perform agricultural work.	2010 – 2015
	Develop programs to mitigate the impact that HIV/AIDS may have on access to education and a child's vulnerability to the worst forms of child labor.	2010 – 2015
	Develop social protection programs for the withdrawal from or prevention of children working in domestic work and livestock herding.	2014 – 2015

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Swaziland

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

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In 2015, the United Republic of Tanzania made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government, in coordination with the ILO, continued to conduct a National Child Labor Survey and support programs on the elimination of child labor. The Government also passed implementation regulations for the Anti-Trafficking In Persons Act. However, children in Tanzania are engaged in the worst forms of child labor, including in quarrying, fishing, and domestic work. In addition, gaps remain in the laws regulating children's engagement in illicit activities and legal protections for children engaging in domestic work. Although the Government has coordination mechanisms to monitor child labor and undertake child protection, concrete goals and a unified approach are lacking. The National Action Plan for the Elimination of Child Labor remains under-funded, as do enforcement mechanisms that detect and protect children from child labor, including its worst forms.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tanzania are engaged in the worst forms of child labor, including in quarrying, fishing, and domestic work. Children also are engaged in the worst forms of child labor, including in mining.⁽¹⁻⁶⁾ Table 1 provides key indicators on children's work and education in Tanzania.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	25.1 (3,157,442)
Attending School (%)	5-14 yrs.	74.1
Combining Work and School (%)	7-14 yrs.	21.6
Primary Completion Rate (%)		73.7

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.⁽⁷⁾

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Panel Survey, 2010-2011.⁽⁸⁾

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivation of coffee, sisal, tea, tobacco, and cloves (1, 5, 9-11)
	Ploughing, weeding, harvesting, and processing crops* (4)
	Seaweed farming* (1, 12, 13)
	Production of sugarcane* (5)
	Livestock herding,* including tending cattle* (4, 14)
	Fishing, including for Nile perch (3, 10, 13, 15-17)
Industry	Quarrying† stone, and breaking rocks to produce gravel (1, 3-5, 12, 15, 18)
	Mining,† including gold and tanzanite (4, 5, 10, 13, 19-23)
	Manufacturing,* activities unknown (5, 10, 13, 24)
	Construction,† including digging,* drilling, carrying bricks,†* bricklaying,* and assisting masons* (4, 5, 13, 25)
Services	Domestic work, including child care, cooking, and washing (3, 4, 9, 26)
	Garbage collecting* (10)
	Street work, including vending, shoe shining, petty business, and scavenging (4, 10, 27-30)
	Work as barmaids* (27)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking* or work in the tourism industry*† (4, 6, 10, 13)
	Forced begging* (6, 29)
	Forced labor in domestic work, agriculture, mining,* fishing, commercial trading, quarrying, shoe shining,* pushing carts,* and working in factories,* working in bars,* each sometimes as a result of human trafficking (6, 31, 32)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a) – (c) of ILO C. 182.




Tanzania is a source, transit, and destination country for child trafficking.(6, 33) Trafficking of children for forced labor and commercial sexual exploitation is a problem in Tanzania, which particularly affects children trafficked internally (31, 33, 34). Children from poor families as well as those residing in rural areas or affected by HIV/AIDS face the greatest risk.(33, 35) Trafficking often involves family members, friends, or brokers, who promise rural families jobs or assistance with their children's education in the urban areas of Arusha, Dar es Salaam, and Mwanza.(33) Girls are often trafficked for domestic servitude or commercial sexual exploitation, including along the Kenya-Tanzania border and in touristic areas in the country.(6, 11, 31, 32) Children from Burundi and Kenya are trafficked to Tanzania for mining, domestic work, and agricultural labor.(6, 34)

Access to education and public services is limited for some children in Tanzania. While the Primary Education Development Plan makes primary school education free, students or their parents may be required to contribute money to pay for books, school feeding programs, or uniforms.(11, 36, 37) Globally, Tanzania has one of the lowest levels of birth registrations.(38) Lack of birth registration is a barrier to accessing education, health care, and other social services, all of which may increase children's vulnerability to child labor, including its worst forms, in Tanzania.(38)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Tanzania has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Work	Mainland	Yes	14	Article 5 of the Employment and Labor Relations Act; Article 77 of the Law of the Child Act (39, 40)
	Zanzibar	Yes	15	Article 6 of the Zanzibar Employment Act; Articles 2 and 98 of the Zanzibar Children's Act (41, 42)
Minimum Age for Hazardous Work	Mainland	Yes	18	Article 5 of the Employment and Labor Relations Act; Article 82 of the Law of the Child Act (39, 40)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Related Entity	Yes/No	Age	Related Legislation
Minimum Age for Hazardous Work	Zanzibar	Yes	18	Articles 8 and 9 of the Zanzibar Employment Act; Article 100 of the Zanzibar Children's Act (41, 42)
Prohibition of Hazardous Occupations or Activities for Children	Mainland	Yes		Article 5 of the Employment and Labor Relations Act; Article 82 of the Law of the Child Act; List of Hazardous Child Labor (5, 39, 40)
	Zanzibar	Yes		Articles 8 and 9 of the Zanzibar Employment Act; Article 100 of the Zanzibar Children's Act (41, 42)
Prohibition of Forced Labor	Mainland	Yes		Article 25 of the Constitution; Article 80 of the Law of the Child Act; Article 6 of the Employment and Labor Relations Act; Article 4 of The Anti-Trafficking in Persons Act (39, 40, 43, 44)
	Zanzibar	Yes		Article 102 of the Zanzibar Children's Act; Article 7 of the Zanzibar Employment Act (41, 42)
Prohibition of Child Trafficking	Mainland	Yes		Article 4 of the Anti-Trafficking in Persons Act(44)
	Zanzibar	Yes		Article 7 of the Zanzibar Employment Act (41)
Prohibition of Commercial Sexual Exploitation of Children	Mainland	Yes		Article 138.2.b of the Sexual Offences Special Provisions Act; Article 4 of the Anti-Trafficking in Persons Act (44, 45)
	Zanzibar	Yes		Article 155 of the Penal Code of Zanzibar; Article 110 of the Zanzibar Children's Act; Article 83 of the Law of the Child Act (40, 42)
Prohibition of Using Children in Illicit Activities	Mainland	No		
	Zanzibar	Yes		Article 53 of the Zanzibar Children's Act (42)
Minimum Age for Compulsory Military Recruitment		N/A*		
Minimum Age for Voluntary Military Service		Yes	18	Article 29 of the National Defense Act (46)
Compulsory Education Age		Yes	14	Article 35 of the National Education Act (36)
Free Public Education		No		

* No conscription (46)

Tanzania's Constitution stipulates which laws apply across the entire United Republic, but does not cover child labor laws.(43) Therefore, mainland Tanzania and Zanzibar have separate legislation governing child labor.(1) In addition to the legal frameworks of mainland Tanzania and Zanzibar on child labor, some districts have incorporated restrictions against child labor into their local bylaws.(9)

Mainland Tanzania and Zanzibar have different laws for the minimum age for work and governing hazardous labor.(39-43, 46) Article 77 of the Law of the Child Act sets the minimum age for work on mainland Tanzania at 14.(39, 40) In comparison, Article 98 of Children's Act sets the minimum age for light work in Zanzibar at 15. In addition, Articles 99 and 100 of the Children's Act prohibit hazardous work in Zanzibar for children under age 18. (41, 42, 47)

While the Constitution and mainland Tanzania's Employment and Labor Relations Act, the Law of the Child Act, Zanzibar Children's Act, and Zanzibar Employment Act prohibit forced labor, the National Defense Act and the Constitution include exceptions for forced labor through compulsory national service.(39, 41-43, 46, 47) Mainland Tanzania's law does not explicitly prohibit child domestic work.(39, 41)Although the Zanzibar Children's Act sets the minimum age for work at 15 it does not specify whether its protections cover children engaged in domestic work.(41, 42)

Mainland Tanzania does not clearly provide penalties for using children for illicit activities, including in the production and trafficking of drugs. Zanzibar prohibits the use of children for illicit activities; however, it does not specify the types of activities, such as production and trafficking of drugs.(42)

Tanzania

MODERATE ADVANCEMENT

Although Tanzania's age for voluntary military recruitment is 18, children younger than age 18 may volunteer with the consent of parents, guardians, or (if orphaned) that of the local district commission.(46, 48)

Tanzania does not have a law requiring free public education, but it does have an education policy that provides for free education. (49) The National Education Act of 1978 requires that children enroll in primary education at age 7, with primary education lasting for 7 years; thus, the compulsory education age is 14.(36)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Employment (MOLE, mainland)—Labor Administration and Inspection Section	Coordinate labor inspections carried out by the area offices and prepare, review, and recommend guidelines on labor inspection services and compliance with labor legislation. Provide legal guidance upon request, disseminate information to employers and employees on their rights and obligations, and assist area offices in conducting labor inspections.(50)
MOLE (mainland)—Labor Officers	Inspect locales for suspected violations of child labor laws.(1) Assigned to each region of Tanzania. Respond to reports of child labor violations, issue noncompliance orders, and report incidents to local police authorities and other responsible ministries.(1) Accept complaints about violations of child labor law.(1)
Ministry of Community Development, Gender, and Children	Enforce child protection laws and regulations, employ community development officers to monitor child labor at the district and village levels, and report findings to the Regional Administration and Local Government (PMORALG).(2, 16) Coordinate all children's issues as a result of the Child Development Policy of 2008. Key advocate for the primary education agenda at the community level.(49)
Ministry of Health and Social Welfare	Implement, monitor, and evaluate health and social welfare policies, including those pertaining to children.(51) Support vulnerable groups of children through the National Costed Plan of Action for Most Vulnerable Children.(49, 51) Employ Social Welfare Officers at the district level to monitor child labor at the district and village levels, and report findings to the PMORALG.(52)
Ministry of Labor, Economic Empowerment and Cooperatives—Labor Commission (Zanzibar)	Enforce Zanzibar's child labor laws and administer the provisions of the Zanzibar Labor Act, including inspections.(1, 9, 25) Investigate reports of child labor reported by the police and refer cases to social welfare officers for support.(1, 9, 47, 50)
Ministry of Social Welfare and Youth Development (Zanzibar)—Child Protection Unit	Ensure compliance with child protection laws, including those pertaining to child labor.(51)
Tanzania Police Force (mainland)	Investigate cases of child labor reported to police stations, and in some cases, refer them to labor officers or solicit the assistance of social welfare officers; includes a Trafficking desk and Gender and Children's desks to handle cases pertaining to children.(9, 31, 53)
Zanzibar Police Force (Zanzibar)	Investigate and compile reports of incidents of child abuse, child labor, human trafficking, rape, and other forms of child endangerment.(9, 31)
INTERPOL Criminal Investigation Department—INTERPOL National Central Bureau for Tanzania	Investigate various priority crimes, including trafficking in persons and illegal immigration. Headed by a Commissioner of Police, is staffed by 23 police officers, and includes focal points responsible for trafficking.(9, 54)
Ministry of Home Affairs (mainland)	Enforce anti-trafficking laws, including those pertaining to child trafficking, laws prohibiting commercial sexual exploitation of children and the use of children in illicit activities.(9)
Ministry of Health and Social Welfare (Zanzibar)	Enforce anti-trafficking laws, including those pertaining to child trafficking.(9)

Previously, the mainland Ministry of Labor attempted to establish a formal child labor unit; it has yet to be formed. However, under the Prime Minister's Office Policy, Parliamentary Affairs, Labor, Employment, Youth and Disabled, there are labor officers that are responsible for enforcing child labor laws. In December 2015, the change in presidential leadership led to ministerial restructurings which consolidated several ministries and decreased the total number of cabinet ministers from 30 to 19.(10) Table 5 presents the agency structure for the majority of the reporting period.

Labor Law Enforcement

In 2015, labor law enforcement agencies in Tanzania took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement		2014	2015
Labor Inspectorate Funding	Mainland Zanzibar	Unknown (13) \$8,500 (13)	Unknown Unknown
Number of Labor Inspectors	Mainland Zanzibar	Unknown (2) 10 (13)	Unknown Unknown
Number of Child Labor Dedicated Inspectors	Mainland and Zanzibar	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Mainland Zanzibar	No Unknown (13)	No Unknown (10)
Training for Labor Inspectors			
■ Initial Training for New Employees	Mainland and Zanzibar	Unknown (2)	Unknown
■ Training on New Laws Related to Child Labor	Mainland Zanzibar	Unknown (2) Unknown	Yes (55) Unknown
■ Refresher Courses Provided	Mainland Zanzibar	Yes (13) No (13)	No (10) Unknown (10)
Number of Labor Inspections	Mainland Zanzibar	1,843 (13) 111 (13)	1754‡ (10) Unknown (10)
■ Number Conducted at Worksite	Mainland and Zanzibar	Unknown	Unknown (10)
■ Number Conducted by Desk Reviews	Mainland and Zanzibar	Unknown	Unknown (10)
Number of Child Labor Violations Found	Mainland Zanzibar	2,232 (13) Unknown(13)	Unknown Unknown
Number of Child Labor Violations for which Penalties were Imposed	Mainland and Zanzibar	Unknown (13)	Unknown
■ Number of Penalties Imposed That Were Collected	Mainland and Zanzibar	Unknown (13)	Unknown
Routine Inspections Conducted	Mainland and Zanzibar	Unknown	Unknown
■ Routine Inspections Targeted	Mainland and Zanzibar	Unknown	Unknown
Unannounced Inspections Permitted	Mainland Zanzibar	Yes (13) Unknown	Yes (10) Unknown
Unannounced Inspections Conducted	Mainland and Zanzibar	Unknown (13)	Unknown (10)
Complaint Mechanism Exists	Mainland and Zanzibar	Yes (13)	Yes (10)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Mainland and Zanzibar	Unknown	Unknown

‡ Reported number of labor inspections up to June 2015

Ministry of Labor and Employment Development regulations dictate that one or more labor officers be assigned to each region. However, research was unable to determine whether each region had a dedicated labor officer during the reporting period.⁽¹⁰⁾ There are reports that 21 additional mainland and no new Zanzibar labor inspectors were hired in the reporting period.⁽¹⁰⁾ Sixty-four mainland labor officers received training through the WEKEZA project and sources indicate the ILO provided training to an unspecified number of mainland labor officers during the reporting period.^(10, 56) The Government of the United Republic of Tanzania did not report data on the number of child labor trainings they provided. Inspections on the mainland were carried out in previous years, in sectors such as agriculture, mining, domestic work, hotels, trade, industry and commerce, construction, and fishing.⁽⁴⁾ However, no inspections data were provided for the reporting period. Complaint and referral mechanisms have been reported to lack investigative and enforcement capacity.^(10, 13)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Tanzania took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement		2014	2015
Training for Investigators			
■ Initial Training for New Employees	Mainland and Zanzibar	Unknown	Yes
■ Training on New Laws Related to the Worst Forms of Child Labor	Mainland	Unknown	Yes
■ Refresher Courses Provided	Zanzibar	Unknown (13)	Unknown (10)
	Mainland and Zanzibar	Yes	Unknown (10)
Number of Investigations	Mainland	89 (13)	Unknown (10)
	Zanzibar	0 (13)	Unknown (10)
Number of Violations Found	Mainland	Unknown	Unknown
	Zanzibar	0 (13)	Unknown
Number of Prosecutions Initiated	Mainland	Unknown (13)	Unknown (10)
	Zanzibar	0 (13)	Unknown (10)
Number of Convictions	Mainland	3 (13)	Unknown (10)
	Zanzibar	0 (13)	Unknown (10)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Mainland and Zanzibar	Unknown	Yes (33)

While the total number of criminal prosecutions is unknown, the Office of the Director of Public Prosecutions reported one case involving child trafficking which led to prosecution and conviction during the reporting period. The convicted was ordered to serve a one year jail sentence after being unable to pay a USD \$5,000 penalty, in accordance with the Anti-TIP Act.(55) The GoURT has made efforts to sanction recruiting agencies outside of the country, prosecute offenders, and prevent known perpetrators from entering the country, but the total number of efforts related to child-specific violations remains unknown.(57, 58)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Inter-Sectoral Coordination Committee (NISCC)	Oversee interagency child labor policy coordination, provide guidance on the overall implementation of child labor activities, and strengthen local structural capacity to address child labor.(4, 59) Chaired by the Prime Minister's Office—PMORALG; members include the Ministries of Labor, Community Development, Gender and Children, and Health and Social Welfare, as well as NGOs.(1, 4)
Anti-Trafficking Secretariat and Anti-Trafficking Committee	Promote, define, and coordinate policy to prevent trafficking.(16, 31, 33, 44)
Regional Task Force on Human Trafficking and Illegal Immigration	Maintain a list of service providers to which trafficking victims can be referred.(60, 61)
National Education Task Force on Child Labor (NETFCL)	Review education sector policies, existing laws, regulations, and strategies related to child issues, including the National Action Plan. Review existing curriculum and programs, identify gaps, and suggest strategies to resolve barriers to education access as a result of child labor.(10, 62)
District Child Labor Committees	Coordinate and oversee the implementation of efforts to eliminate child labor at the district level. Members include the District Executive Director, Commanding District Officer, District Community Development Officer, District Education Officer, District Medical Officer, Social Welfare Officer, District Trade Officer, Legal Officer, Cooperative Officer, Planning Officer, representatives from regional affiliations, and representatives from NGOs and community-based organizations that deal with child labor.(2, 4) There are 14 District Child Labor Committees.(7)
Village Child Labor Committees	Coordinate and oversee efforts related to child labor at the village level.(4)
Zanzibar Child Labor Steering Committee	Coordinate various implementing agencies responsible for child labor. Provide policy guidance on the Zanzibar National Action Plan to Combat Child Labor. Exchange information with the mainland Tanzania NISCC.(9)
Most Vulnerable Children Committees	Identify children involved in or at risk of becoming involved in child labor at the ward and village levels, and refer children to social services.(2, 51)
Multi-Sector Task Force on Violence Against Children	Implement the 3-year National Plan to Prevent and Respond to Violence Against Children and enforce the Law of the Child Act.(63, 64)

In July 2015, the National Education Task Force held the first of four planned meetings to review existing laws, regulations, and the National Action Plan and to synergize with educational opportunities.⁽¹⁰⁾ The National Inter-Sectoral Coordination Committee convened during the reporting period.⁽¹⁰⁾ In May 2015, a national conference on child labor in the agriculture sector was held in Dar es Salaam.⁽⁵⁶⁾ Research could not determine whether Zanzibar coordinating bodies convened during the reporting period. While mainland child labor and child protection coordinating bodies exist, research could not determine whether coordination across bodies exists. Mechanisms appear to lack a coordinated, unified approach to address child labor issues, which could be facilitated through greater NISCC involvement.⁽¹⁰⁾

In January 2015, the Government passed the implementing regulations to the 2008 Anti-Trafficking In Persons Act.⁽³³⁾ The Anti-Trafficking Secretariat and Anti-Trafficking Committee met to draft an updated National Action Plan which would incorporate anti-trafficking in persons provisions.⁽³³⁾ The Anti-Trafficking Secretariat received a budget allocation of approximately \$40,000, which is \$5,000 less than the previous reporting period.^(33, 58)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Tanzania has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan for the Elimination of Child Labor for Mainland Tanzania (2009)	Names key stakeholders and ministries responsible for child labor; proposes strategies for poverty alleviation, child labor monitoring, and child protection; and calls for capacity building for child labor law enforcement and evaluation efforts to combat the worst forms of child labor. ^(59, 65)
Zanzibar National Action Plan for the Elimination of Child Labor (2009–2015)	Authorizes the Zanzibar Child Labor Steering Committee to provide policy guidance on child labor. ⁽⁶⁶⁾
National Strategy for Growth and Reduction of Poverty II (NSGRP II/ MKUKUTA II) (2011–2015)*	Includes provisions for improving literacy rates, promoting schooling for out-of-school children as well as children's rights, and providing social protection interventions to assist vulnerable populations, which may include the families of working children. Eliminates primary school fees in Tanzania. ^(67, 68) Contributes to Tanzania's National Development Vision of 2025, which includes addressing child labor. ⁽⁶⁹⁾
Zanzibar Strategy for Growth and Reduction of Poverty II (ZSGRP II/ MKUZA II) (2010–2015)	Includes a number of specific activities to reduce child labor. Provides support for the rehabilitation and reintegration of children withdrawn from labor into the education system. Encourages district officials to incorporate simple versions of child labor prevention information into educational materials, establishes district-level child labor regulations, and strengthens the system for inspection and enforcement of child labor laws. ⁽⁷⁰⁾ Contributes to Tanzania's National Development Vision of 2025, which includes addressing child labor. ⁽⁶⁹⁾
National Costed Plan of Action for Most Vulnerable Children II (2013–2017)	Includes child laborers among the most vulnerable children and aims to provide children with access to adequate care, support, protection, basic social services, education, and health programs. ^(35, 51, 65)
Child Development Policy (2008)	Includes strategies for eliminating the worst forms of child labor. ^(65, 71)
Zanzibar Child Survival and Development Policy (2001)*	Supports the Government's commitment to the UN CRC. ⁽⁷²⁾
National Social Protection Framework (2008)	Identifies child labor as a coping mechanism for families with economic risks and proposes strategies to improve sustainable livelihoods. ⁽⁷³⁾
National Plan of Action to Respond to Violence Against Children*	Assigns responsibilities to various Government agencies to address violence against children and gives Most Vulnerable Children Committees, Council Multi-Sectoral AIDS Committees, and District Child Protection Teams the responsibility of implementing the plan at the local level. ^(63, 74)
National Employment Policy (2007)	Promotes youth employment. ⁽⁷⁵⁾
Primary Education Development Plan III (2012–2016)*	Includes the right to primary education for all children and states that primary education is free and compulsory. Increases equitable access to pre-primary and primary education; raises the quality of education to ensure better learning outcomes for children; and addresses the root causes of school dropouts, such as poor school infrastructure and violence in schools. ^(65, 76, 77)
Zanzibar Education Development Plan (2008–2015)*	Provides education and vocational education strategy to prepare children for the future workforce. ⁽⁷⁸⁾
Tanzania Complementary Basic Education and Training Program	Targets child laborers and provides child labor components in its curricula. ^(2, 65)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Vocational Education and Training Authority Program	Offers skills and entrepreneurship training to rural populations and incorporates child labor targets.(2)
Secondary Education Development Program II (2010–2014)*	Contributes to increased enrollment, reduced dropouts, and improved learning in secondary schools.(80, 81)
UNDAF (2011–2015)	Provides a secure and sustainable social protection system for children that are at risk of entering into child labor.(82)
Common Country Program (2011–2015)	Recognizes child labor as a barrier to education and targets efforts toward achieving universal primary education in Tanzania.(83)
District Framework for Interventions on Child Labor in Tanzania	Guides district governments in strategic approaches for district-based action against child labor.(84) Districts integrate child labor into individual district development plans and budgets, many by promoting the enrollment and retention of children in basic education and targeting vulnerable households in poverty reduction initiatives.(84)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Information was not available on the amount of funding budgeted toward the implementation of the National Action Plans for the Elimination of Child Labor in mainland Tanzania and Zanzibar.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Tanzania funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms. The Government has funded and participated in other programs that may have an impact on child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
WEKEZA Project (2012 – 2016)	\$10 million USDOL-funded, 4-year project implemented by the International Rescue Committee that supports children and youth at risk of engaging or engaged in child labor in the Tanga and Kigoma regions, including those in domestic work and commercial agriculture in the sisal and tobacco sectors. Targets 8,000 at-risk children and 3,360 households with education and livelihood services. The Government sits on the WEKEZA National Project Advisory Council.(2)
Global Research on Child Labor Measurement and Policy Development (2013 – 2017)	USDOL-funded, 4-year research project implemented by the ILO and in 10 countries, including Tanzania, to increase the knowledge base around child labor by collecting new data, analyzing existing data, and building capacity to conduct research in child labor. (85, 86) During the reporting period, the ILO implemented a child labor data analysis workshop, with data analysis beginning May of 2015.
Expanding the Evidence Base and Reinforcing Policy Research for Scaling Up and Accelerating Action Against Child Labor (2010 – 2016)	USDOL-funded research project implemented by the ILO in 7 countries, including Tanzania, to accelerate country level actions to address child labor by collecting new data, analyzing existing data, building capacity of governments to conduct research in this area, and supporting governments, social partners and other stakeholders to identify areas of policy intervention against child labor.(87) The National Bureau of Statistics, in collaboration with the ILO, conducted the survey during the reporting period.(13)
Community Empowerment for Elimination of Child Sexual Exploitation; Prevention and Rehabilitation of Children withdrawn from CSEC (2014-2015)	\$958,781 Terre des Hommes-funded, 2 year programs to eliminate child labor, including withdrawing children from the Worst Forms of Child Labor in Artisanal Gold Mines in Kahama and Mara, and in other sectors in Mtwara. The Community Empowerment for Elimination of Child Sexual Exploitation project in the mining and fishing villages in Mara Region reached 1000 children and the Prevention and Rehabilitation of children withdrawn from commercial sexual exploitation in Mtwara program reached 700 girls. Interventions include withdrawal, counselling, vocational and entrepreneurial training, child rights clubs, training of and coordination with government officials at district, ward and village level, as well as linking in with national level fora.(55)
2025 Timebound Program on the Elimination of Child Labor	Provides a plan to eliminate the worst forms of child labor in Tanzania by 2025 and facilitates the formation of child labor committees at the district and regional levels to develop the capacity of Child Labor Monitoring System.(88, 89) Currently, the ILO has a child labor elimination project in Tabora region to examine existing district level child labor elimination/prevention mechanisms, including child labor committees or district child protection committees.(55)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Supporting the Establishment of Assistance and Referral Mechanisms for Child Victims of Trafficking in Tanzania (2013 – 2015)	\$1.4 million EU/UNDAF-funded, 3-year project implemented by the International Organization for Migration that promotes structured measures at the local and national levels to eradicate child trafficking in Tanzania, including by developing standardized medical and psychological tools; setting up two shelters for child victims of trafficking in Arusha and Mwanza; and providing vocational skills training, medical care, and psychosocial care for child victims of trafficking.(92)
Promoting Sustainable Practices to Eradicate Child Labor in Tobacco (PROSPER Program) (2011 – 2015)	\$4.75 million Eliminating Child Labor in Tobacco Growing (ECLT) Foundation-funded, 4-year project implemented by Winrock International that targets 7,800 children and aims to reduce child labor in Tanzania's tobacco industry through targeted interventions to address social and economic factors that fuel child labor in the target districts of Sikonge and Urambo. Strengthens local and national structures to achieve child-free tobacco production in target districts.(93, 94)
Support Program for Child Domestic Workers/Wote Sawa (2011 – 2015)	\$975,000 Terre des Hommes/Anti-Slavery International/Mama Cash-funded, 6-year program that withdraws and trains child domestic workers, and establishes child domestic worker committees in Mwanza. Empowers child domestic workers to advocate collectively for their rights, including through reporting cases of mistreatment to the local authorities. Advocates for the passage of ILO C. 189.(95-97)
Eradicating the Worst Forms of Labor in the Eight Mining Wards of the Geita District Phase 2 (2015 – 2018)	\$1.1 million EU-funded, 3-year project that enhances social protection mechanisms for communities in order to prevent child labor and improves awareness of child labor among children, parents, and mining employers.(23, 98)
Tanzania Social Action Fund Conditional Cash Transfer Program (TASAF CCT) Phase III (2012 – 2017)†	Government-funded conditional cash transfer program that provides financial assistance to vulnerable populations, including children.(99, 100) A USDOL-funded study implemented by the WEKEZA project reported an increase in school enrollment and a reduction in forced child migration and child labor as a result of the TASAF CCT.(2, 101)
Decent Work Country Program (2013 – 2016)	ILO-supported program that identifies four objectives of decent work: (1) creating jobs, (2) guaranteeing rights at work, (3) extending social protection, and (4) promoting social dialogue. Includes, as an outcome, improving the operational environment for the elimination of child labor and its worst forms.(102, 103)
Education Fund†	Government program that supports the improvement of quality and equity, and increased access to education at all levels in mainland Tanzania and higher education in Tanzania and Zanzibar.(104)
Big Results Now Initiative†	Government program to improve the quality and availability of education. Supports teacher training, provision of learning materials, and school incentive grants to high-performing schools; includes efforts to construct schools, particularly at the secondary school level. However, due to constraints on resources for school construction, the Government has also encouraged communities to build and run their own schools while it provides teachers and capitalization grants once schools are established.(105)

Program is funded by the Government of Tanzania.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tanzania (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the minimum age protections apply to children engaged in domestic work.	2013 – 2015
	Adopt legislation that prohibits the use of children for illicit activities on mainland Tanzania and establish penalties for using children for illicit activities, including the production and trafficking of drugs.	2012 – 2015
Enforcement	Ensure a dedicated labor officer is appointed to each region and make this information publicly available.	2013 – 2015
	Make information publicly available on child labor inspection mechanisms and elimination activities such as labor inspectorate budgetary allocation, number of labor inspectors, trainings provided, child labor violations found, penalties imposed and collected, and routine and unannounced inspections conducted at work-sites by the Ministry of Labor on mainland Tanzania and Zanzibar.	2011 – 2015
	Provide adequate resources to conduct child labor inspections.	2013 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Ensure that reporting and referral mechanisms are effective.	2014 – 2015
	Make information publicly available on enforcement efforts to combat the worst forms of child labor, including whether trainings were provided, investigations conducted, violations found, prosecutions initiated, and criminal convictions on mainland Tanzania and Zanzibar.	2012 – 2015
Coordination	Continue conducting regular meetings of the National Inter-Sectoral Child Labor Committee and develop concrete goals for the Committee.	2011 – 2015
	Ensure that greater, unified coordination exists across task forces for child labor and child protection.	2015
Government Policies	Integrate child labor elimination and prevention strategies into existing Government policies.	2011 – 2015
	Provide funding for Government policies, including the National Action Plan for the Elimination of Child Labor and make this information available.	2010 – 2015
Social Programs	Ensure that laws require the provision of free education	2015
	Address barriers to education, such as access to birth registration and prohibitive costs such as books, school meals, or uniforms.	2010 – 2015

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- 2015 FINDINGS ON THE WORST FORMS OF CHILD LABOR

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In 2015, Thailand made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government approved the second phase of the National Policy and Plan to Eliminate the Worst Forms of Child Labor, which aims to eradicate child labor in Thailand by 2020, and includes a 3-year action plan toward the achievement of this goal. In an effort to strengthen criminal legislation against the commercial sexual exploitation of children, the Government adopted an amendment to criminalize the production, distribution, and possession of child pornography. Additionally, the Government took steps to improve the investigation and prosecution process for human trafficking cases, including those related to child trafficking, by establishing a specialist anti-human trafficking division within the Criminal Court of Justice and a specialist department of prosecutors under the Office of the Attorney General. However, children in Thailand are engaged in the worst forms of child labor, including in forced labor in the shrimp and seafood processing sector and in commercial sexual exploitation. The Government continues to struggle to effectively enforce laws related to the worst forms of child labor, particularly in the fishing, agriculture, manufacturing, and home-based business sectors. Some children in Thailand face challenges in accessing education, which increases their vulnerability to the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Thailand are engaged in the worst forms of child labor, including in forced labor in the shrimp and seafood processing sector and in commercial sexual exploitation.(1-5) Table 1 provides key indicators on children's work and education in Thailand. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	13.0 (1,302,267)
Attending School (%)	5-14 yrs.	96.3
Combining Work and School (%)	7-14 yrs.	14.4
Primary Completion Rate (%)		Unavailable

Primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2005–2006.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Processing shrimp and seafood (5, 8-12)
	Fishing,* including work performed on sea vessels*† (13)
	Planting and harvesting sugarcane (14)
	Production of rubber,* roses,* oranges,* and pineapples* (15, 16)
Industry	Manufacturing, including garment production (12, 17, 18)
	Work in poultry factories* (19)
	Construction, including carrying cement* and bricks* (9, 12, 20)

Thailand

MODERATE ADVANCEMENT

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work* (2, 21)
	<i>Muay Thai</i> paid fighters (22-25)
	Work in restaurants,* motorcycle repair shops,* and gas stations* (18, 26)
	Street work, including begging and vending (2, 27, 28)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, including use in the production of pornography, sometimes as a result of human trafficking* (1-3, 28)
	Forced labor in vending, begging, and domestic work,* each sometimes as a result of human trafficking (3, 4, 21, 27)
	Forced labor in the production of garments, in raising livestock,* and in shrimp and seafood processing (4, 5, 29, 30)
	Fishing as a result of human trafficking* (31, 32)
	Use in armed conflict* (33-35)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Children are trafficked to and within Thailand for commercial sexual exploitation and labor exploitation. Commercial sexual exploitation of children commonly occurs in establishments such as massage parlors, bars, karaoke lounges, and hotels, as well as in private residences.(36) Sources report that the majority of child sex trafficking victims are Thai, Lao, and Burmese nationals.(12, 34) Some trafficked children are forced to sell flowers and candy, beg on the streets, or work as domestic servants in Bangkok and other urban areas.(3, 21, 27)

During the year, ethno-nationalist separatist insurgency activity continued in Thailand’s four southernmost provinces. In recent years, there have been reports that separatist groups recruited children to commit acts of arson, serve as scouts or informants, and sometimes participate in combat.(3, 33, 35) Students, teachers, and other education personnel have been killed or wounded in the conflict, which has disrupted education in the region.(33, 37)

Child labor and forced child labor exist in the shrimp and seafood processing sector in coastal regions of the country.(4, 5, 9, 10) Research found that child laborers in the shrimp and seafood processing sector are twice as likely to incur an injury in the workplace as children in other industries, and 44 percent report that they lack personal protective equipment.(11)

Some children in Thailand, particularly migrants and ethnic minorities, face challenges in accessing education. Barriers to education include a lack of awareness of migrant children’s right to an education among local government officials and migrant families; language barriers, including class instruction, teaching materials, and school applications available only in Thai language; and the long distances children must travel to attend school.(2, 12, 30, 38, 39)

The Department of Labor Protection and Welfare (DLPW) reported that the National Statistical Office collected nationally representative data on working children, including child labor and hazardous work, in December 2015 as part of its regular labor force survey. The results and methodology had not been publicly released by the close of the 2015 reporting period.(12) In Thailand, generally, reporting and statistics on child labor often omit street children and migrant children.(2)



II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Thailand has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Chapter 4, Section 44 of the Labor Protection Act (40)
Minimum Age for Hazardous Work	Yes	18	Chapter 4, Sections 49–50 of the Labor Protection Act (40)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Chapter 4, Sections 49–50 of the Labor Protection Act; Clause 4 of the Ministerial Regulation concerning Labor Protection in Sea Fishery Work (40, 41)
Prohibition of Forced Labor	Yes		Sections 312, and 312 bis of the Penal Code; Sections 4 and 6 of the Anti-Trafficking in Persons Act (42, 43)
Prohibition of Child Trafficking	Yes		Sections 282–283 of the Penal Code; Section 6 of the Anti-Trafficking in Persons Act (12, 42, 43)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 8 of the Prevention and Suppression of Prostitution Act; Section 6 of the Anti-Trafficking in Persons Act; Sections 282 and 285–287 of the Penal Code; Article 26 of the Child Protection Act; Amendment to the Penal Code Act No.24 (42–46)
Prohibition of Using Children in Illicit Activities	Yes		Article 26 of the Child Protection Act; Section 93 of the Narcotics Act (45, 47)
Minimum Age for Compulsory Military Recruitment	Yes	21	Section 25 of the Military Service Act (48)
Minimum Age for Voluntary Military Service	Yes	18	Military Service Act (48)
Compulsory Education Age	Yes	16	Section 17 of the National Education Act (49)
Free Public Education	Yes		Section 10 of the National Education Act (49)

In 2015, the Government of Thailand adopted several new laws and regulations to strengthen its legal framework on the worst forms of child labor. The revised Anti-Trafficking in Persons Act, enacted on April 29, 2015, amended the Prevention and Suppression of Trafficking in Persons Act and permits the government to close a workplace and fine the offender where trafficking violations are found, and take other necessary measures to prevent the offense from occurring.(12, 50) On December 7, 2015, an amendment to the Penal Code took effect, which distinguishes between child and adult pornography and specifically criminalizes the production, possession, and distribution of child pornography.(12, 46) Also in 2015, the revised Regulation on Criminal Proceedings and Comparison to Offenders under the Labor Protection Act and the Occupational Safety, Health, and Environment Act took effect. Sources indicate that the regulation streamlines the criminal investigation process for child labor cases by allowing labor inspectors to file complaints directly with the police if they identify child laborers, particularly those working in the fishing and seafood industry or in seasonal agriculture.(34, 51)

On November 14, 2015, the Government enacted the Royal Ordinance on Fisheries. The ordinance requires all fishing vessels 10 tons or larger to undergo port in–port out inspections, in which the vessel’s owner or master must submit documentation of vessel registration, a fishing license, and employment contracts for all workers.(52) Owners must also demonstrate that an appropriate system is in place to ensure the occupational safety, hygiene, and well-being of the workers on board. The ordinance stipulates fines ranging from 400,000 to 800,000 *baht* for seafood processing facilities found to be violating the Labor Protection Act.(12, 52). In addition, in 2015, the Ministry of Labor drafted a ministerial regulation to prohibit employers from hiring children under age 18 to work in seafood processing factories and establishments, which went into effect in January 2016.(12, 53)

Thailand

MODERATE ADVANCEMENT

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor Protection and Welfare (DLPW) of the Ministry of Labor (MOL)	Enforce labor laws, including the Labor Protection Act and Occupational Safety, Health, and Environment Act, through workplace inspections.(26) Operate Hotline 1546 to answer questions regarding working conditions and receive complaints from the public about child labor.(12, 56)
Fishing Coordination Centers (operated jointly by the Department of Employment, the DLPW, and the Marine Police)	Compile registration records and work permit information for migrants working on fishing vessels and work with vessel owners to ensure that undocumented migrant workers are registered. Monitor and coordinate inspections of working conditions on fishing vessels.(12) Provide trainings on labor protection for both employers and employees. Receive human trafficking complaints and coordinate with other agencies to provide assistance, remedy, and rehabilitation services for victims.(12)
Command Center for Combating Illegal Fishing*	Coordinate Government efforts to resolve cases of human trafficking and illegal fishing. Establish 28 Port In-Port Out Centers and One-Stop Service Centers for fishing vessels in every coastal province.(12) Carry out inspections in the fishing and seafood industry at port, at sea, and on land. Verify the employment contracts, work permits, and identification documents of all workers on board fishing vessels on arrival and departure from port.(34) The Chief of Staff of the Royal Thai Navy acts as commander and reports to the Prime Minister.(34) Agencies involved include the Royal Thai Navy, the Ministry of Agriculture and Cooperatives, the Ministry of Transport, the Ministry of the Interior, the MOL, and the Royal Thai Police.(34)
Anti-Trafficking in Persons Division of the Royal Thai Police	Enforce laws related to forced labor, human trafficking, child pornography, and commercial sexual exploitation of women and children. Operate Hotline 1191 to receive complaints regarding human trafficking and violence against children and women.(12)
Department of Special Investigations in the Ministry of Justice	Investigate complicated human trafficking crimes, including those related to government officials' complicity and transnational or organized crime. (38, 57, 58)
Anti-Human Trafficking Department under the Office of the Attorney General*	Enforce laws against human trafficking crimes under the Criminal Code, Transnational Organized Crime Act, and Anti-Human Trafficking Act.(12) Investigate or co-investigate human trafficking offenses and issue reports in order to improve prosecution of trafficking in persons cases.(59)
Anti-Trafficking in Persons Division under the Criminal Court of Justice*	Enforce the Anti-Human Trafficking Act.(12) Prosecute trafficking in persons cases, focusing specifically on sex trafficking, forced labor, slavery, and the illegal trade of human organs.(59)

* Agency responsible for child labor enforcement was created during the reporting period.

In 2015, the DLPW collaborated with 31 civil society, public, and private sector representatives to develop and distribute operational guidelines to inform the work of multidisciplinary inspection teams consisting of labor inspectors, police, and NGO representatives. The guidelines contain information on national child labor laws and international child labor standards.(12, 26)

On August 10, 2015, five government agencies signed an MOU aimed at increasing intergovernmental information-sharing on human trafficking cases and improving coordination on cases among prosecution and witness protection-focused agencies.(59) In addition, Thai immigration police worked to strengthen screening procedures for potential human trafficking victims among migrants and deportees, especially women and children, by establishing 16 identification centers along key migration routes.(34)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Thailand took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$665,077 (55)	\$690,844 (12)
Number of Labor Inspectors	594 (26)	592 (12)
Inspectorate Authorized to Assess Penalties	Yes (26)	Yes (12)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Yes (55)
■ Training on New Laws Related to Child Labor	Yes (12)	Yes (12)
■ Refresher Courses Provided	Yes (26)	Yes (12)
Number of Labor Inspections	39,185 (26)	42,606 (12)
■ Number Conducted at Worksite	39,185 (26)	42,606 (12)
■ Number Conducted by Desk Reviews	N/A (12)	N/A (12)
Number of Child Labor Violations Found	20 (26)	67 (12, 30)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	11 (12)
■ Number of Penalties Imposed That Were Collected	Unknown	11 (12)
Routine Inspections Conducted	Yes (12)	Yes (12)
■ Routine Inspections Targeted	Yes (12)	Yes (12)
Unannounced Inspections Permitted	Yes (26)	Yes (12)
Unannounced Inspections Conducted	Yes (26)	Yes (12)
Complaint Mechanism Exists	Yes (26)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (26)	Yes (12)

In addition to the DLPW labor inspectorate, 316 government officials from various agencies are authorized to inspect workplaces associated with seafood production.(12) According to the ILO's recommendation of 1 inspector for every 15,000 workers in industrializing economies, Thailand should employ roughly 2,608 inspectors in order to adequately enforce labor laws throughout the country.(60-62) Acknowledging that the total number of inspectors is not sufficient, the DLPW submitted an official request in 2015 to the Office of Civil Service Commission to hire an additional 419 inspectors.(12) The DLPW provides 3 to 5 days of orientation for new labor inspectors, which includes limited instruction on laws related to child labor and human trafficking, as well as basic training on inspection and enforcement techniques.(55) During the year, labor inspectors and government officials in 22 coastal provinces also received training on child labor, hazardous child labor, and forced labor, with a focus on the protection of workers in the fisheries sector.(12)

During inspections, language barriers continue to limit the ability of labor inspectors to interview migrant workers, including working children. In 2015, the Ministry of Labor (MOL) took steps to address this issue by hiring 40 new interpreters to serve provinces with large populations of migrant workers.(12) However, there is still a shortage of interpreters due to budget limitations and laws that prevent the Government from recruiting interpreters who are not Thai nationals.(12) Interpreters may also lack training on national labor laws, the rights of migrant workers, and interviewing techniques for unbiased and accurate translation.(55)

Enforcement of the list of hazardous work prohibited for children is concentrated in the formal sector, despite the fact that an estimated 56 percent of the labor force are in informal sector employment.(38, 63) Under the Home Workers Protection Act, the DLPW has the authority to inspect home-based workplaces, but in practice, it is challenging for labor inspectors to safely access an individual's property to monitor the welfare of child domestic workers or other children in home-based employment.(38, 64) Additionally, at times, labor inspectors are afraid of being sued by employers, as neither the law nor the institutional policies provide adequate protection or financial assistance to labor inspectors who are sued.(12, 26)

During the reporting period, the MOL increased efforts to inspect workplaces in the informal sector and found child labor violations in a variety of activities, including food and beverage services, construction, manufacturing, and seafood processing. As a result of inspections, 22 children were removed from unlawful employment.(12, 30)

There continued to be concerns that penalties for child labor violations are infrequently applied in accordance with the parameters prescribed by law.(12) In November 2015, the Permanent Secretary of Labor issued an administrative order calling for the maximum penalty rates prescribed in the Labor Protection Act to be applied for all law violations related to child labor, forced labor, and debt bondage.(12) Since the order was announced, there has been one case in which a labor inspector issued the maximum fine to an employer found using child labor on a fishing boat.(55)

Thailand

MODERATE ADVANCEMENT

Various government agencies operate hotlines to receive labor complaints, including those related to child labor. From January through November 2015, the Ministry of Social Development and Human Security's 24-hour 1300 hotline received 174 calls related to human trafficking and 4 related to child labor.(12) For callers who do not speak Thai, 85 trained volunteer interpreters are available to assist in 7 relevant languages. In addition, the DLPW maintains the 1546 hotline, with a staff of 21 interpreters and 3 full-time operators for English, Burmese, and Cambodian languages.(12, 30) In 2015, the 1546 hotline received 639 calls from individuals seeking to report child labor law violations or requesting information on child labor laws and regulations.(55)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Thailand took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (12)	Yes (12)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (12)	Yes (12)
■ Refresher Courses Provided	Yes (29)	Yes (34)
Number of Investigations	2,663 (26, 29)	2,606‡ (12, 51)
Number of Violations Found	2,803 (26, 29)	2,587‡ (12, 34)
Number of Prosecutions Initiated	Unknown (12)	Unknown (12)
Number of Convictions	Unknown (12)	Unknown (12)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (26, 29)	Yes (12)

‡ Data are from October 1, 2014 to September 30, 2015.

In 2015, the authorities responsible for enforcing criminal laws against the worst forms of child labor included approximately 400 police officials from the Anti-Trafficking in Persons Division, 30 officials from the Department of Special Investigations, and 17 public prosecutors under the Office of the Attorney General.(12) The Government of Thailand provided anti-human trafficking training for roughly 2,640 officials, including police officers, prosecutors, judges, labor inspectors, social workers, and navy officials. Trainings topics included instruction on forced labor and debt bondage; the prevention of human trafficking, child labor, and forced labor in the fishing industry; and child-friendly investigation and referral procedures.(34)

Throughout the year, the Royal Thai Police conducted criminal investigations related to forced child labor, child trafficking, and the commercial sexual exploitation of children, including use in the production of pornography.(34) The Department of Juvenile Observation and Protection also investigated cases related to the use of children in the production and trafficking of drugs.(51) Public prosecutors prosecuted 242 individuals on trafficking in persons charges in 177 cases, and courts convicted 241 of these defendants in 2015. However, information is not available on how many of these prosecutions and convictions are specifically related to the trafficking of children.(30, 34)

During the reporting period, the Prime Minister issued the Administrative Measures to Prevent Public Officials' Involvement in Human Trafficking, which establishes a procedure for heads of government agencies to monitor, report on, and take disciplinary action against officials who are complicit in human trafficking crimes.(34) In 2015, at least one official was convicted and sentenced for the trafficking of children.(30) However, there continued to be reports that some corrupt Thai officials are complicit in crimes related to child trafficking, with officials allegedly purchasing sex with underage girls or taking bribes to protect brothels and karaoke bars employing children.(3, 26, 34)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
The National Committee to Eliminate the Worst Forms of Child Labor	Coordinate the implementation of child labor policies and plans, facilitate cooperation among various coordinating ministries, and report annually to the Thai Cabinet on child labor issues.(12) Chaired by the MOL, with representation from other government agencies, employer and worker associations, and civil society groups.(65) Oversee three subcommittees that monitored the National Policy and Plan to Eliminate the Worst Forms of Child Labor Phase I (2009–2014); updated the list of hazardous activities prohibited for children under age 18; and developed the National Policy and Plan to Eliminate the Worst Forms of Child Labor Phase II (2015–2020).(12) In 2015, convened three times and approved a situation report and recommendations for a plan of action on the worst forms of child labor.(12)
National Policy Committee on Anti-Trafficking in Persons and Illegal, Unreported, and Unregulated Fishing	Coordinate anti-trafficking in persons policies and activities and is chaired by the Prime Minister. Includes five subcommittees to drive policy, including the Subcommittee on Child Labor, Forced Labor, and Migrant Workers, chaired by the Minister of Labor.(12, 66) Also includes the Anti-Trafficking in Persons Committee and the Policy Committee on the Resolution of Migrant Labor and Human Trafficking Problems.(66)
Anti-Trafficking in Persons Division	Coordinate anti-human trafficking activities, including those involving forced child labor, child trafficking, and commercial sexual exploitation. Located under the Ministry of Social Development and Human Security. Monitor the work of 76 Provincial Operation Centers for the Prevention and Suppression of Human Trafficking, which serve as the frontline implementers of anti-human trafficking activities.(12, 38) Formerly known as the National Operation Center.(12)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Thailand has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Policy and Plan to Eliminate the Worst Forms of Child Labor Phase II (2015–2020)†	Establishes the goal of removing and preventing children from becoming involved in the worst forms of child labor by 2020. Contains a 3-year action plan that focuses on five strategic areas: (1) preventing the worst forms of child labor, (2) rescuing and protecting children from the worst forms of child labor, (3) developing and enforcing relevant laws, (4) enhancing interagency cooperation, and (5) developing management and monitoring systems.(12, 55) In 2015, Mahidol University finalized an MOL-commissioned evaluation of the first phase of the National Policy and Plan to Eliminate the Worst Forms of Child Labor.(12, 55) Researchers found that Phase I helped to facilitate increased coordination among relevant organizations and government agencies, but that insufficient funding hindered the effective implementation of activities.(67) The MOL incorporated recommendations from this evaluation, as well as input received during a public hearing and consultation process, into Phase II.(12) Approved by the cabinet in December 2015, with implementation due to commence in 2016.(12)
The National Policy, Strategy, and Measures for the Prevention and Suppression of Trafficking in Persons (2011–2016)	Sets forth five strategies to address human trafficking, including prevention, prosecution, protection and assistance, policy development, and improved information management.(68)
Association of Southeast Asian Nations (ASEAN) Convention Against Trafficking in Persons, Especially Women and Children (ACTIP) (2015)†	Establishes a regional anti-human trafficking framework among 10 ASEAN Member States, including Thailand, to improve coordination on the investigation and prosecution of trafficking in persons cases and the enhancement of assistance for victims. Unanimously adopted in June 2015, the Convention was signed by the relevant heads of state on November 21, 2015.(69, 70)
National Child and Youth Development Plan (2012–2016)*	Seeks to advance four principles: (1) the enforcement and implementation of the National Child and Youth Development Promotion Act and relevant laws; (2) the idea that every child and young person has the right to basic education of the highest quality; (3) the notion that children and youth have the right to basic health care services of the highest standard; and (4) the idea that children and youth have the right to play, rest, and participate in recreational activities.(71, 72)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Thailand funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Thailand

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor

Program	Description
National and Provincial Operation Centers for Providing Assistance to Women and Child Laborers†	DLPW program that provides assistance to women and child laborers, and collects and disseminates information on the worst forms of child labor. Reports to the National Committee to Eliminate the Worst Forms of Child Labor.(73)
Combating the Worst Forms of Child Labor in Shrimp and Seafood Processing Areas in Thailand (2010–2015)	\$9 million USDOL-funded, 4.5-year project implemented by ILO-IPEC to eliminate child labor in the shrimp and seafood processing industry. Aimed to strengthen policy frameworks to protect the rights of Thai and migrant children, assist the shrimp and seafood processing industry to comply with labor laws, and provide education and other services to at-risk children and families in targeted areas.(74) A total of 5,412 children engaged in, or at high-risk of entering, child labor received educational or vocational services, and 3,535 households received livelihood services.(74, 75)
Government Shelters for Trafficking Victims†	Ministry of Social Development and Human Security program that operates 76 temporary shelters to provide emergency assistance and protection to human trafficking victims, including children.(34) Nine long-term shelters offer medical care, psychosocial services, education, and life skills education for human trafficking victims.(30, 34) As of November 2015, provided services to 198 child trafficking victims, including 71 children under the age of 15 and 127 children ages 15 to 18.(12)
Asia-Australia Program to Combat Trafficking in Persons (2013–2018)	\$45 million Australian Aid-funded, 5-year ASEAN regional and national-level project to build capacity and strengthen access to criminal justice for trafficking victims.(26) In Thailand, projects focus on creating specialized investigative units; increasing interagency cooperation among public prosecutors, police, and the Department of Special Investigations; creating a specialized unit on human trafficking in the Office of the Attorney General; and developing training curriculum for law enforcement, prosecutors, and judges.(26)
Migrant Learning Centers†	NGO-operated centers that provide basic education to children in migrant communities. Ministerial regulations under the National Education Act specify that these centers are permitted to operate and are eligible to receive government subsidies and accreditation.(12) As of February 2015, there were approximately 95 migrant learning centers, with 17,161 students attending in Thailand.(12)
Child Support Grant (2015–2016)*†	Government pilot program that provides low-income parents or caretakers with a monthly stipend of approximately \$11 (400 <i>baht</i>) per child for children ages 0 to 1 year old. Approximately 135,000 children are anticipated to benefit.(76, 77)

* Program was launched during the reporting period.

† Program is funded by the Government of Thailand.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Thailand (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Enforcement	Increase the number of labor inspectors responsible for enforcing laws related to child labor, especially in the informal sector, in order to provide adequate coverage of the workforce.	2015
	Provide labor inspectors with the capacity to communicate in the languages of migrants or ethnic minorities during labor inspections.	2009 – 2015
	Remove administrative barriers that impede inspections of home-based businesses.	2013 – 2015
	Strengthen efforts to ensure that penalties applied for child labor violations adhere to the parameters prescribed by law.	2013 – 2015
	Make information publicly available on the number of prosecutions and convictions for crimes involving the worst forms of child labor.	2015
	Ensure that officials allegedly complicit in crimes related to the worst forms of child labor are prosecuted and convicted if found guilty.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Child and Youth Development Plan.	2013 – 2015
Social Programs	Enhance efforts to eliminate barriers and make education accessible for all children, including ethnic minorities and migrants.	2012 – 2015
	Raise awareness of migrant children's right to education among migrant families and local government officials.	2012 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

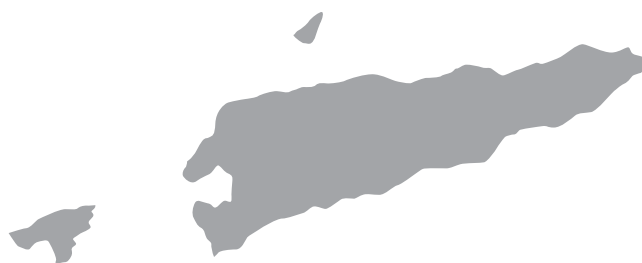
Area	Suggested Action	Year(s) Suggested
Social Programs	Publicly release nationally representative data on working children, including child labor and hazardous work, and associated methodology.	2009 – 2015
	Ensure that national reporting and statistics on child labor include children working on the streets and migrant children.	2012 – 2015

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In 2015, Timor-Leste made a moderate advancement in efforts to eliminate the worst forms of child labor. The Secretariat of State for Professional Training and Employment Policy significantly increased the number of labor inspections conducted throughout the country, from 10 inspections in 2014 to 991 in 2015. In addition, the Government released the results of the second Timor-Leste Integrated Labor Force Survey, which included data on child labor for the first time. With technical support from the International Labor Organization, the Government engaged in the design of a national child labor and forced labor survey that will provide detailed information on the prevalence and nature of these issues in Timor-Leste. However, children in Timor-Leste are engaged in child labor, including in agriculture. Although the National Commission against Child Labor drafted a decree-law specifying the occupations and activities prohibited for children, the decree-law has not yet been enacted, leaving children vulnerable to engagement in hazardous work. Limited financial and human resources make it challenging for inspectors and investigators to enforce laws related to the worst forms of child labor, especially in more remote areas of the country.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Timor-Leste are engaged in child labor, including in agriculture.(1-3) Table 1 provides key indicators on children's work and education in Timor-Leste.

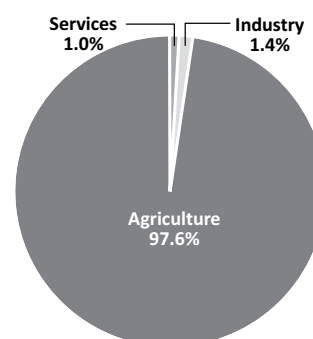
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	19.9 (26,268)
Attending School (%)	5-14 yrs.	69.7
Combining Work and School (%)	10-14 yrs.	12.6
Primary Completion Rate (%)		98.4

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Timor-Leste Survey of Living Standards, 2007.(5)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivating and processing coffee* (1-3)
	Growing vegetables and other crops (6)
	Fishing,* including working on boats* and repairing nets* (1-3)
Industry	Construction,* including brickmaking* (1, 2)
	Operating weaving and knitting machines (6)
Services	Domestic work* (1, 2)
	Street work, including vending, begging,* and scavenging* (1-3, 7, 8)
	Shop keeping and selling goods in markets (6)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* and forced domestic* and agricultural work,* each sometimes as a result of human trafficking* (1, 3, 9, 10)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Timor-Leste

MODERATE ADVANCEMENT




In Timor-Leste, some girls are trafficked from rural areas to the capital city, Dili, and subjected to commercial sexual exploitation or forced domestic work.(9) In a few cases, Timorese families have placed their children in bonded domestic work and agricultural labor to settle outstanding debts.(9, 10) There is also limited evidence that girls are trafficked transnationally to Indonesia for labor exploitation.(10-12)

In April 2015, the Ministry of Finance and the Secretariat of State for Vocational Training, Policy and Employment released the results of the second Timor-Leste Integrated Labor Force Survey.(13) The survey provides information on several social and economic indicators and, for the first time, includes limited data on child labor.(6, 14)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Timor-Leste has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 68 of the Labour Code (15)
Minimum Age for Hazardous Work	Yes	17	Article 67 of the Labour Code (15)
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 81 of the Immigration and Asylum Act; Articles 155, 162, 163, and 166 of the Penal Code; Articles 8 and 67 of the Labour Code (15-17)
Prohibition of Child Trafficking	Yes		Article 81 of the Immigration and Asylum Act; Articles 162–164 and 166 of the Penal Code; Article 67 of the Labour Code (15-17)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 155 and 174–176 of the Penal Code; Article 67 of the Labour Code (15, 17)
Prohibition of Using Children in Illicit Activities	Yes		Article 67 of the Labour Code; Article 155 of the Penal Code (15, 17)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 14 of the Law on Military Service (18)
Minimum Age for Voluntary Military Service	Yes	18	Article 17 of the Law on Military Service (18)
Compulsory Education Age	Yes	16	Article 11 of the Education System Framework Law (19)
Free Public Education	Yes		Section 59 of the Constitution of the Democratic Republic of Timor-Leste; Article 11 of the Education System Framework Law (19, 20)

During the reporting period, the National Commission against Child Labor (NCCL) drafted a decree-law for the adoption of a list of hazardous occupations and activities prohibited for children. The decree-law is awaiting approval by the Council of

Ministers.(21, 22) In its current state, the legal framework in Timor-Leste is not completely consistent with international standards regarding hazardous child labor. While the Timorese Labour Code does prohibit children from involvement in hazardous work likely to jeopardize their health, safety, and morals, the law does not specify the types of hazardous work prohibited for children.(15) The Labour Code and the Penal Code both define a minor as a person less than age 17.(15, 17) This standard leaves 17-year-old children vulnerable to involvement in hazardous work and other worst forms of child labor. In addition, the Labour Code specifies the conditions under which children ages 13 to 15 may be permitted to perform light work and limits the number of hours for light work, but it does not indicate which specific activities qualify as light work.(15)

In 2015, parliamentary approval was still pending for legislation against human trafficking that was originally drafted in 2012.(11, 23-25) The proposed law seeks to rationalize the country's disparate legal provisions that define and prescribe penalties for the crime of human trafficking.(11, 14)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
The Secretariat of State for Professional Training and Employment Policy (SEPFOPE)	Enforce laws related to child labor. Administer the General Labor Inspectorate Directorate, which is responsible for investigating incidents of forced labor.(1)
Timor-Leste National Police (PNTL)	Enforce criminal laws against forced labor, commercial sexual exploitation, and human trafficking. Includes the Vulnerable Persons Unit, the Immigration Police, and the Border Police.(1)
The Ministry of Social Solidarity (MSS)	Enforce laws related to child labor. Receive referrals from agencies responsible for conducting child labor investigations and provide child victims with appropriate support services.(1) Maintain at least one technical officer in each of the country's 13 districts and two child protection officers in each of the 65 subdistricts, all trained to follow the Government's standard operating procedures.(11, 25, 26)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Timor-Leste took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$518,600 (22)	\$369,500 (22)
Number of Labor Inspectors	22 (14)	22 (22)
Number of Child Labor Dedicated Inspectors	4 (14)	4 (22)
Inspectorate Authorized to Assess Penalties	Yes (14)	Yes (22)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (22)	Yes (22)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (22)	Yes (22)
Number of Labor Inspections	10 (14)	991† (22)
■ Number Conducted at Worksite	Unknown (22)	Unknown (22)
■ Number Conducted by Desk Reviews	Unknown (22)	Unknown (22)
Number of Child Labor Violations Found	0 (14)	0 (22)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A	N/A
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	Yes (14)	Yes (22)
■ Routine Inspections Targeted	Yes (22)	Yes (22)
Unannounced Inspections Permitted	Yes (14)	Yes (22)
Unannounced Inspections Conducted	Yes (14)	Yes (22)
Complaint Mechanism Exists	Yes (22)	Yes (22)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1, 14, 26)	Yes (22)

† Data are from January 1, 2015 to October 31, 2015.

The Secretariat of State for Professional Training and Employment Policy (SEPFOPE) lacks the financial and human resources necessary to effectively enforce child labor laws throughout the country. In 2015, the budget allocated for the labor inspectorate decreased, and the both the ILO and SEPFOPE noted that the number of inspectors is insufficient.(14, 22, 27) The majority of inspectors are based in Dili, and, therefore, inadequate transportation outside the capital city limits the Inspectorate's ability to conduct inspections in outlying districts.(14) Despite these challenges, the Labor Inspectorate significantly increased the number of labor inspections conducted during the year, compared with 2014.(22) If children are identified in child labor situations, inspectors may refer them to the Ministry of Social Solidarity (MSS) for support services.(1, 14, 26) During the reporting period, two labor inspectors attended refresher training courses on child labor and forced labor.(22)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Timor-Leste took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (22)	No (22)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	No (22)	Yes (9)
Number of Investigations	1 (14)	0 (22)
Number of Violations Found	0 (22)	0 (22)
Number of Prosecutions Initiated	0 (14)	0 (22)
Number of Convictions	0 (14)	0 (22)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (14)	Yes (22)

In 2015, the Vulnerable Persons Unit of the Timor-Leste National Police (PNTL) had a staff of 89 investigators charged with the enforcement of criminal laws related to the worst forms of child labor.(22) During the reporting period, a local NGO provided government-funded human trafficking training for 152 members of the border police. Two members of the PNTL also participated in a course on human trafficking and child exploitation at the International Law Enforcement Academy in Bangkok, Thailand.(9) The overall budget for the PNTL was \$28 million, but research indicates that the agency continues to face challenges in carrying out investigations due to limited funding and human resources.(22)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Commission against Child Labor (NCCL)	Facilitate information sharing on child labor issues among government agencies and serve as the overall coordinating mechanism for filing and responding to child labor complaints.(14) Develop child labor policies, raise awareness, and contribute to efforts to ratify and implement international conventions related to child protection.(1) SEPFOPE will serve as the Technical Secretariat of NCCL for a 3-year term. Comprises representatives from 23 additional members, including the Ministries of Education, Agriculture, Finance, Justice, Health, Social Solidarity, and Public Works; Trade Unions Confederation; the Chamber of Commerce and Industry; and Eyes on Human Rights Forum (Tau Matan).(14) In 2015, conducted awareness-raising activities throughout the municipalities to educate employer, worker and civil society organizations and school directors on child labor and forced labor concepts and laws.(28)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
The Inter-Agency Trafficking Working Group	Coordinate the Government's efforts to combat human trafficking, develop a national action plan against human trafficking, and promote the development of comprehensive anti-trafficking legislation. Chaired by the Ministry of Justice, with participation from the Ministry of Foreign Affairs and Cooperation, the MSS, Ministry of Justice, the Ministry of Interior, the Secretary of State for the Promotion of Equality, SEPFOPe, the PNTL, the Prosecutor General's Office, and the Public Defender's Office.(26)

The Inter-Agency Trafficking Working Group was not active in 2015; however, at the end of the reporting period, consensus determined that the group would begin meeting again in 2016, chaired by the Ministry of Justice.(24, 25)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Timor-Leste has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Timor-Leste Project for the Elimination of the Worst Forms of Child Labor	Aims to strengthen implementation of ILO C. 182 by establishing the Child Labor Commission Working Group, developing a national list of work deemed hazardous and prohibited for children, and developing a national action plan against child labor. Launched in 2009 in partnership with the ILO and the Government of Brazil.(14)
The Timor-Leste Strategic Development Plan (2011–2030)	Provides short-term and long-term plans for the nation's development, including the eradication of the worst forms of child labor, poverty alleviation, and implementation of social transfer programs. (1, 29) Specifies commitments to improve the educational system over the next 20 years, including addressing gender parity in primary schools and preventing school dropouts.(29, 30)
National Education Strategic Plan (2011–2030)*	Identifies three strategic priority areas for national education reform: (1) access, including enrollment and retention, (2) quality, and (3) management. Includes specific strategies and activities to promote equal access to 9 years of basic education for all children, including building and renovating schools and instituting social inclusion tools, especially to promote education for girls.(31)
Child and Family Welfare System Policy*	Develops a framework to strengthen the social protection system for children and their families in Timor-Leste. Focuses on providing support services to children in vulnerable situations, including those living in poverty and those at risk of abuse, violence, neglect, or exploitation.(12, 32)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

In 2015, the National Commission against Child Labor continued drafting the National Action Plan Against Child Labor, a process which has been ongoing since 2011. At the close of the reporting period, the Action Plan was not finalized.(8, 25, 33) In addition, the Council of Ministers did not approve the draft National Plan of Action on Trafficking in Persons during the reporting period.(8, 25, 26)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Timor-Leste funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to address the elimination of child labor and forced labor in Timor-Leste.(34) In June 2015, held a workshop with relevant government agencies to initiate the design of a national child labor and forced labor survey.(21)
Child Labor Education and Outreach Program†	The SEPFOPe and the NCCL education and awareness-raising program targeted at children in five primary schools in Dili who have been identified as at risk for involvement in child labor.(14) In 2015, reached over 500 students in two municipalities outside Dili.(25)

Timor-Leste

MODERATE ADVANCEMENT

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Services for street children†	Government-funded boarding house and support services for street children provided by the Youth Communication Forum. In 2015, assisted 26 children involved in child labor, primarily in the informal sector.(22)
As-needed shelter for victims of human trafficking†	MSS-funded shelter operated by Psychosocial Recovery and Development in East Timor. Offers services for victims of human trafficking.(8, 26, 35)
Anti-Trafficking Project*	\$600,000 USDOS-funded, 36-month project, implemented by the IOM to enhance human trafficking victim identification, protection, and referrals. Builds the capacity of government and civil society organizations for data collection, provision of psychosocial support, and understanding of human trafficking concepts.(36)
The Mother's Purse (<i>Bolsa da Mãe</i>)†	MSS program that provides an annual cash subsidy of \$60 to \$180 to poor families with a female head of household. Aims to improve the well-being of children by conditioning the subsidy on children's school attendance and their regular medical visits.(14, 37) In 2015, served 54,090 families.(22)
School Feeding Program†	Government program to provide one hot meal per day to children in school, reaching about 325,000 students.(1)

* Program was launched during the reporting period.

† Program is funded by the Government of Timor-Leste.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Timor-Leste (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law protects children aged 17 from engagement in all the worst forms of child labor, including hazardous work, commercial sexual exploitation, involvement in illicit activities, and forced labor.	2013 – 2015
	Adopt the pending decree-law to specify the hazardous occupations and activities prohibited for children.	2012 – 2015
	Ensure that the law's light work provisions are specific enough to prevent children from involvement in child labor.	2015
Enforcement	Make information publicly available on the number of labor inspections conducted at worksites and those conducted by desk review.	2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor to provide adequate coverage of the workforce.	2014 – 2015
	Allocate resources to adequately conduct labor inspections and investigations throughout the country, especially outside of Dili.	2012 – 2015
	Ensure that new investigators receive training on the worst forms of child labor at the beginning of their employment.	2015
Coordination	Ensure that mechanisms designed to coordinate government anti-trafficking activities are actively engaged in this effort.	2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2014 – 2015
	Finalize the National Action Plan Against Child Labor.	2012 – 2015
	Finalize the National Plan of Action on Trafficking in Persons.	2012 – 2015

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Togo

MODERATE ADVANCEMENT

In 2015, Togo made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government of Togo adopted a revised Penal Code that increased penalties for human trafficking violations and established penalties for the worst forms of child labor violations. Additionally, the National Committee for the Reception and Social Reinsertion of Trafficked Children officially endorsed a Protective Policy Document on Child Domestic Work and launched programs to assist vulnerable children and improve access to education. However, children in Togo are engaged in child labor in agriculture and in the worst forms of child labor, including in forced domestic work, sometimes as a result of human trafficking. The Government has not devoted sufficient resources to combat child labor, and enforcement of laws related to child labor remains weak. In addition, Togo's social programs to combat the worst forms of child labor do not match the scope of the problem and rely largely on NGOs and international organizations for implementation.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Togo are engaged in child labor, including in agriculture. Children are also engaged in the worst forms of child labor, including in forced domestic work, sometimes as a result of human trafficking. (1-12) Table 1 provides key indicators on children's work and education in Togo.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	35.7 (616,132)
Attending School (%)	5-14 yrs.	85.3
Combining Work and School (%)	7-14 yrs.	35.5
Primary Completion Rate (%)		85.1

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2010.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Working in agriculture, including exposure to pesticides,* harvesting cotton,* cocoa,* and coffee* (4, 7, 9, 11) Raising* and herding* cattle*† (3, 4)
Industry	Working in quarries and sand mines, including excavating,* crushing rocks,* sifting gravel,* and carrying heavy loads*† (1, 4, 10, 14-16) Working in carpentry* and tailoring* (17) Construction, activities unknown (1, 11, 18)
Services	Domestic work† (1, 5, 6, 8-12, 16, 18, 19) Carrying heavy loads and small-scale vending in markets (1, 3, 4, 9-11, 16, 18) Begging*† (3) Operating motorcycle taxis,* auto and motorcycle repair* (1, 17, 18) Garbage scavenging* (1, 18)
Categorical Worst Forms of Child Labor‡	Forced begging* (2, 4) Commercial sexual exploitation, sometimes as a result of human trafficking (1-4, 11, 16, 18) Forced labor in agriculture, domestic work, quarries,* and markets, including carrying heavy loads, each sometimes as a result of human trafficking (2-4, 12, 20)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Some boys, known as *talibés*, are sent to Koranic schools for education and subsequently forced by their teachers to beg in the streets.(2, 4, 21) Children were also victims of human trafficking to neighboring countries, although the majority of child trafficking victims were exploited within the country.(2, 3, 11, 12, 19, 20, 22) The customary practice of *confiage*, which involves sending a child to a relative or friend to attend school in a larger town or city, may place children at risk of exploitation by internal human trafficking.(4, 9, 11, 16) Parents are often complicit in child trafficking as a result of *confiage*, and many traditional chiefs and leaders do not discourage the practice.(12, 20)

Research found that many children in Togo are unable to access education due to a lack of schools and teachers, particularly in rural areas.(9, 23) During the 2014–2015 academic year, prolonged strikes prevented students at the primary and secondary levels from attending school for approximately 2 months.(24) Although education is free and compulsory by law, parents are responsible for paying associated fees and buying uniforms and school supplies, which makes education prohibitive to many families.(23, 25, 26) Approximately 20 percent of all children in Togo are not registered at birth due to the high cost, inaccessibility of registration centers, and the lack of awareness of its importance.(9, 20, 25, 27–29) Unable to prove their citizenship, nonregistered children are vulnerable to human trafficking and may have difficulty obtaining an education.(6, 9, 30) Research also found that children face widespread physical and sexual abuse in school.(9, 31, 32)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Togo has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 150 of the Labor Code; Article 262 of the Children's Code; Article 881.1a of the Penal Code (33–35)
Minimum Age for Hazardous Work	Yes	18	Article 151 the Labor Code; Articles 6–12 of Order N° 1464 MTEFP/DGTLS Determining the Work Prohibited to Children (33, 36)
Prohibition of Hazardous Occupations and/or Activities for Children	Yes		Articles 6–12 of Order N° 1464 MTEFP/DGTLS Determining the Work Prohibited to Children; Articles 263 and 264 of the Children's Code; Articles 319.9 and 882 of the Penal Code; Article 151 of the Labor Code (18, 33–36)
Prohibition of Forced Labor	Yes		Article 4 and 151 of the Labor Code; Article 264 of the Children's Code; Articles 150.3 and 151 of the Penal Code (33–35)
Prohibition of Child Trafficking	Yes		Article 151 of the Labor Code; Articles 2–6 of Law N° 2005-009 Suppressing Child Trafficking in Togo; Articles 264 and 411–414 of the Children's Code; Articles 150.3, 151, and 317–323 of the Penal Code (33–35, 37)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 151 of the Labor Code; Articles 264, 276.f, and 387–390 of the Children's Code; Articles 224 of the Penal Code (33–35)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Article 151 of the Labor Code; Articles 264, 276.i, and 405 of the Children's Code; Articles 317.7, 319.9, and 329.8 of the Penal Code (33, 34)
Minimum Age for Compulsory Military Recruitment	18		Article 426 of the Children's Code; Articles 146.14, 147.11, and 342 of the Penal Code (34, 35)
Minimum Age for Voluntary Military Service	Yes	18	Article 426 of the Children's Code; Article 42 of Law N° 2007-010 Regarding the General Statute of the Togolese Armed Forces (34, 38)
Compulsory Education Age	Yes	15	Article 35 of the Constitution; Decree 2008-129/PR (26, 39)
Free Public Education	Yes		Article 35 of the Constitution; Decree 2008-129/PR (26, 39)

In November 2015, the Government adopted a revision of the Penal Code that extended anti-human trafficking protection to adult victims, and significantly increased penalties for violators, ranging from 10 to 20 years in prison and fines ranging from \$43,320 to \$173,310 if the victim is a child.(20) The revision also established penalties ranging from 5 to 10 years in prison and fines ranging from \$8,250 to \$33,000 for the worst forms of child labor as defined by the Labor Code.(18) Order N° 1464 MTEFP/DGTLs Determining the Work Prohibited to Children sets the minimum age for employment in most hazardous activities at 18, with two exceptions. Children ages 16 and 17 may operate pulleys and winches, and girls ages 16 and 17 may be employed in external displays in stores, both of which may make children vulnerable to exploitative child labor.(36)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor, Employment and Social Security (MOL)	Enforce all labor laws, including child labor laws.(11) The Unit to Combat Child Labor (CELTE) in the MOL is responsible for withdrawing children from child labor situations, raising awareness, and collecting data.(4)
Ministry of Justice and Government Relations	Enforce criminal laws related to the worst forms of child labor, including child trafficking.(20, 21) The Anti-Trafficking Cell serves as a resource for law enforcement agencies combating child trafficking and collects information from prosecutors as part of Togo's annual report to ECOWAS.(20)
Ministry of Social Action, Promotion of Women and Literacy (MASPFA)	Raise awareness, enforce laws against the worst forms of child labor, and act as the lead on human trafficking issues.(14, 20, 25) Provide technical assistance to regional and prefectural offices. The Directorate General for Child Protection in MASPFA designs, coordinates, and evaluates the Government's child protection efforts. The Directorate also raises awareness about children's rights and educates parents to ensure their children's well-being.(11, 40) Operate the Allo 1011 hotline for reporting child abuse, including child trafficking.(2, 9, 11, 18, 40)
Child Protection Brigades	Investigate crimes involving child victims, including child trafficking. Present in all five regions of Togo and operates as part of the National Police.(14, 41)
National Commission of Human Rights	Receive complaints of human rights abuses, including the violation of children's rights and forward such complaints to the children's court.(25, 42)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Togo took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (7, 14)	Unknown* (18)
Number of Labor Inspectors	86 (7, 29)	109 (18)
Inspectorate Authorized to Assess Penalties	No (33)	No (33)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (18)	Yes (18)
■ Training on New Laws Related to Child Labor	N/A	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown* (7)	Unknown* (18)
■ Number Conducted at Worksites	Unknown* (7)	Unknown* (18)
■ Number Conducted by Desk Reviews	Unknown* (7)	Unknown* (18)
Number of Child Labor Violations Found	Unknown* (7)	Unknown* (18)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (7)	Unknown* (18)
■ Number of Penalties Imposed That Were Collected	Unknown* (7)	Unknown* (18)
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (33)	Yes (33)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (2, 7, 25)	Yes (2, 18, 25, 40)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (2)	Yes (2, 40)

*The Government does not make this information publicly available.

The Labor Code makes labor inspectors responsible for reconciliation and arbitration in collective disputes, which may detract from their primary duties of conducting inspections and enforcing the Labor Code.(33, 43) Both NGOs and the Ministry of Labor (MOL) believe that the current number of labor inspectors is insufficient, despite the increase of 23 inspectors since 2014 and an additional 31 inspectors who are in the final stages of training at the National Administration School.(7, 18)

The MOL also acknowledges that it lacks resources for transportation, which hinders its ability to conduct investigations; however, it was able to carry out some inspections through site visits in 2015, although these primarily focused on the formal sector in urban areas, which excludes the majority of working children.(18, 20, 25, 26, 44) The National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT) coordinates with the police and other agencies to refer child victims to shelters for assistance, including victims who were returned from abroad.(2, 7, 14) It is unknown how many cases of child labor were identified as a result of calls to the Allo 1011 hotline.(18)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Togo took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (18, 20)
Number of Investigations	Unknown* (7)	Unknown* (18)
Number of Violations Found	Unknown* (7)	Unknown* (18)
Number of Prosecutions Initiated	Unknown* (7)	Unknown* (18)
Number of Convictions	Unknown* (7)	Unknown* (18)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (2)	Yes (2)

*The Government does not make this information publicly available.

Inspectors and law enforcement officials often lack the necessary resources and skills to effectively enforce the law. Research also indicates that some law enforcement officials in regional offices do not have copies of existing child labor laws.(4, 14, 17, 25)

Research indicates that it is rare for cases involving child trafficking to be heard in court because prosecutors often have difficulty gathering evidence. Judges may be reluctant to impose fines or prison sentences for parents due to a fear of perpetuating the poverty that originally led them to violate child trafficking laws.(9, 18, 20) In December 2015, the Government repatriated 20 victims of child trafficking who had been sent to Gabon for forced labor.(20)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee for the Reception and Social Reinsertion of Trafficked Children (CNARSEVT)	Serve as the primary focal coordinating agency for child trafficking issues, maintaining a presence in all regions, prefectures, and villages.(11, 14, 26, 45, 46) Compile information and statistics on trafficking, raise awareness of child trafficking issues, and coordinate actions against the worst forms of child labor.(20) MOL's CELTE functions as the CNARSEVT's secretariat.(11) In 2015, officially endorsed the Protective Policy Document on Child Domestic Work, which will be integrated into the National Action Plan on Child Labor. Recommendations in the document include passing a decree to allow labor inspectors access to households or a decree to protect child domestic workers.(47, 48)
National Steering Committee for the Prohibition and Elimination of the Worst Forms of Child Labor (CDN)	Led by the CELTE, the CDN includes 13 ministries, NGOs, and private sector organizations combating child labor. Coordinate and oversee all government efforts to combat child labor, including the approval of all action plans for the abolition of child labor.(11, 14) Raise awareness, promote child labor legislation, and collect data.(4)
Local Vigilance Committees	Child Protection Committees and Local Committees Against Child Trafficking located throughout Togo to raise awareness at the community level. Committees identify child victims or children at risk, and share information on human trafficking trends and prevention efforts with the MASPFA, which enforces laws regarding child labor.(7, 11, 20)

In 2015, an overall lack of funds hindered efforts to reduce the worst forms of child labor and record keeping was inadequate in many government agencies.(20) The Unit to Combat Child Labor (CELTE) and the CNARSEVT had limited ability to carry out activities due to limited funding and were unable to fulfill their coordination role as a result.(29) Although some Local Vigilance Committees were very active during the reporting period, those that lacked regular engagement with the Government were less effective.(20)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Togo has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on Child Labor (2012–2015)	Served as the primary government policy instrument to prevent and eliminate child labor in Togo.(14, 49)
National Strategy on Elimination of Child Labor Through Education, Training, and Apprenticeship	Aims to reduce child labor through education, training, and apprenticeship.(50)
National Employment Policy (2013–2017)	Aims to eliminate child labor, build the capacity of the labor inspectorate, and increase vocational training and apprenticeship opportunities in support of the Decent Work Program.(16, 51, 52) Includes a pilot cash transfer program for 8,000 vulnerable children.(51) The accompanying Strategic Plan on Youth Employment (PSNEJ) aims to maintain children in the education system and reduce their early entry into the labor force by improving the employability of youth and their access to funding.(16, 52, 53)
National Plan of Action on Child Trafficking	Improves services for victims of child trafficking and conducts awareness-raising activities for local communities and border officials.(4) Promotes the education of children and improvement of livelihoods for families, and calls for the establishment of structures to monitor the trafficking of children.(54)
ECOWAS Regional Action Plan on Child Labor (2012–2015)	With 14 other ECOWAS countries, implemented a regional action plan on child labor, especially its worst forms. Aimed to eliminate the worst forms of child labor in West Africa by 2015 and continue progress toward the total elimination of child labor.(55, 56)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Bilateral and Multilateral Agreements to Combat Child Trafficking	Quadripartite Agreement among the Governments of Benin, Ghana, Niger, and Togo works to prevent child trafficking along the countries' shared borders, and facilitate the repatriation of trafficked children and the extradition of traffickers.(11, 20, 46) Multilateral accords for West and Central Africa promote cooperation among regional states to combat child trafficking.(11, 20)
Strategy to Increase Growth and Promote Employment (SCAPE) (2013–2017)	Serves as the primary national anti-poverty plan, which includes components on child labor and education.(11, 14, 57)
Education Sector Plan (2010–2020)*	Aims to achieve universal quality primary education by 2020 through the elimination of school fees, improving educational quality, providing school meals, providing school kits to impoverished families, and offering alternative educational opportunities.(11, 16) Aims to halve the illiteracy rate among people ages 15–45, with priority given to out-of-school youth ages 9–14, through the development of alternative models of non-formal education.(16)
Social Protection Policy of 2012	Aims to improve the employability of youth ages 15 to 17, prevent children from entering the labor force before the minimum working age, and promote decent work for youth. Aligned with SCAPE.(16)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Although numerous policies have been passed in the last 3 years, many have yet to be fully institutionalized, and only policy documents specific to labor and social protection include indicators related to child labor.(16)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Togo funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by The Hague Global Child Labor Conference in 2010. Aims to build the capacity of the national government and develop strategic policies to eliminate child labor, improve the evidence base on child labor through data collection and research, and strengthen legal protections and social services delivery for child domestic workers.(58)
Cash Transfer Program for Vulnerable Children in Northern Togo (2013–2017)†	\$2.55 million World Bank-funded, 5-year program implemented by the MASPFA that aims to prevent child labor and child trafficking in rural communities in Northern Togo by providing conditional cash transfers to high-risk families with young children.(18, 20, 59, 60) Participating families must attend training sessions and ensure that their children have birth certificates and attend school. Between September 2014 and October 2015, 8,918 beneficiaries in 121 villages in the Kara and Savanes region received 13 monthly transfers of \$10 per month.(18, 20, 29, 51, 61) In 2015, the Government wholly funded 96 conditional cash transfers.(18)
Forum of Traditional and Religious Chiefs of Togo on the Harmful Social and Cultural Practices That Affect Children†	MASPFA-funded program that educates local leaders on child labor issues and the importance of education through training workshops at the community level.(18, 20) Works to eliminate traditional practices that may contribute to child trafficking.(20)
Decent Work Program (2010–2015)	Promoted decent work conditions with a focus on creating job opportunities for youth and extending social protection for all.(62)
Monitoring Children's Rights (2015–2018)*	\$393,000 Plan-Sweden-funded, 3-year project implemented by Plan-Togo, the MASPFA, and four civil society organizations that aims to strengthen the institutional capacity of these organizations to better protect children in Benin, Burkina Faso, and Togo.(63, 64) This project supports SCAPE through the collection of information and the monitoring of vulnerable children.(65)
Shelters for Vulnerable Children†	MASPFA-funded centers that provide shelter and services for victims referred by the Allo 1011 hotline.(2, 20, 25, 40) The Tokoin Community Center temporarily shelters children until they are transferred to NGO-managed centers; a variety of NGOs provide legal, medical, and social services, and temporary housing and psychological care.(2, 20, 40)
National Fund for Inclusive Finance†	Government program that provides loans of up to approximately \$60 to small groups of men and women for income-generating activities.(18, 66) Loans target villages in rural Northern Togo, with a secondary effect of reducing child labor.(18, 20)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Togo Community Development and Safety Nets Project (2012–2016)	\$14 million World Bank-funded, 5-year program that aims to improve access to socioeconomic infrastructure and provide social safety nets for vulnerable populations.(67)
National School Feeding Program (2014–2022)†	Ministry of Primary and Secondary Education and Professional Training; Ministry of Agriculture, Animal Husbandry, and Water; and World Bank-funded program that aims to improve access to education, particularly for girls, and increase retention rates by providing free school lunches.(68) Aligned with the Education Sector Plan.(16)
National Plan for Registering Births in Togo (2013–2017)†	Aims to increase documentation of births by simplifying the process, educating families on the importance of birth registration, and increasing accessibility to birth registration in rural areas.(45, 69)
Education and Institutional Strengthening Project 2 (2015–2018)*	\$27.8 million World Bank-funded 3-year program that aims to improve the quality of teaching and learning in primary schools, and strengthen access to primary education, particularly in areas with poor educational infrastructure.(23, 70)
Gender-Sensitive and Violence-Free Education	Plan International Togo and Swedish International Development Cooperation Agency-funded, 3.5-year project that aims to reduce violence in schools by eliminating corporal punishment and promoting children's rights in the Central and Plateau regions.(32) In 2015, developed community charters for the promotion of education and the protection of children against abuse.(71)

* Program was launched during the reporting period.

† Program is funded by the Government of Togo.

Although Togo has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.(9, 26) Many programs rely largely on NGOs and international organizations for implementation. As a result, many of these interventions may not be sustainable over the long term.(20)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Togo (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that all children under age 18 are prohibited from engaging in hazardous occupations or activities.	2014 – 2015
Enforcement	Make information about the training system for labor investigators publically available and ensure that both labor inspectors and investigators receive training on new laws related to child labor.	2009 – 2015
	Strengthen the labor inspectorate by authorizing the inspectorate to assess penalties.	2014 – 2015
	Make information publically available about whether routine and unannounced inspections are conducted, and whether routine inspections are targeted.	2015
	Make statistics regarding the enforcement of child labor laws publically available, including the labor inspectorate's funding, the number and type of labor inspections conducted, violations found, penalties imposed, criminal investigations conducted, prosecutions initiated, and convictions obtained.	2010 – 2015
	Significantly increase the number of labor inspectors responsible for enforcing laws related to child labor in accordance with the ILO's recommendation.	2009 – 2015
	Establish a mechanism to log all calls to the child protection hotline and track cases of child labor for referral to law enforcement or social services providers.	2014 – 2015
	Ensure that labor inspectors and law enforcement officials have the necessary resources to fulfill their mandate, including access to reliable transportation and copies of relevant child labor laws.	2009 – 2015
	Enforce penalties for labor violations according to the law.	2014 – 2015
Coordination	Provide coordinating bodies with sufficient resources to implement their mandates to combat child labor, including its worst forms.	2009 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Plan.	2013 – 2015
Social Programs	Increase access to education by eliminating school-related fees; ensuring that schools are free from sexual and physical violence; and increasing the number of schools and teachers, especially in rural areas.	2010 – 2015
	Expand access to birth registration, including through the National Plan for Registering Births in Togo, by eliminating the cost of birth registration, establishing additional registration centers in rural areas, and educating families on the importance of birth registration.	2011 – 2015
	Ensure that social protection programs to combat the worst forms of child labor are sufficient to address the scope of the problem and promote the long-term sustainability of project initiatives.	2009 – 2015

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In 2015, Tonga made no advancement in efforts to eliminate the worst forms of child labor. Although research is limited, there is evidence that children are engaged in the worst forms of child labor, including in forced domestic work. Gaps in the legal framework remain; the country has no laws specifying a minimum age for work or defining hazardous forms of work for children under age 18, leaving children unprotected from labor exploitation. The Government has not established a coordinating mechanism, policy, or program to address child labor, including its worst forms.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Tonga are engaged in the worst forms of child labor, including in forced domestic work.^(1, 2) Table 1 provides key indicators on children's work and education in Tonga. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		110.9

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.⁽³⁾

Data were unavailable from Understanding Children's Work Project's analysis, 2015.⁽⁴⁾

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation as a result of human trafficking* (1, 5)
	Forced domestic work* (1, 2)




* Evidence of this activity is limited and/or extent of the problem is unknown.

† Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Tonga has ratified one key international convention concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

Tonga

NO ADVANCEMENT

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Sections 69-70 of the Counter Terrorism and Transnational Organized Crime Act (6)
Prohibition of Child Trafficking	Yes		Section 69 of the Counter Terrorism and Transnational Organized Crime Act (6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 115A, 125, and 126 of the Criminal Offences Act (7, 8)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	16	Section 25 of the Defense Services Act (9)
Compulsory Education Age	Yes	18	Section 98 of the Education Act 2013 (10)
Free Public Education	No		Section 95 of the Education Act 2013 (10)

* No conscription(9)

Tonga has not established a minimum age for work or for hazardous work, nor has it been determined by national law or regulation the types of hazardous work prohibited for children.

Tonga's law prohibiting child trafficking is insufficient because it does not specifically prohibit trafficking children domestically.(6) The law also does not criminally prohibit forced labor, debt bondage and slavery unless they also involve trafficking.(1, 6)

While the Criminal Offences Act prohibits the procurement of women and girls under age 21 for prostitution, the Act does not criminalize procurement of boys for prostitution.(8) While the Criminal Offences Act prohibits distributing, publishing, producing, and possessing child pornography of children under age 14, the Act does not prohibit the use, procurement, and offering of children for the production of pornography and for pornographic performances.(7)

According to the Criminal Offences Act, a child can be deemed an "involuntary agent" if that child is used to conduct illegal activities; however, the act does not specifically prohibit using children in illicit activities, particularly for producing and trafficking drugs.(8, 11)

The Education Act 2013 does not guarantee free primary education for all children; however, the Tonga Education Policy Framework provides free education to all children between the ages of 6 and 14.(12)

The Government has drafted an Employment Relations Bill that would establish a minimum age for nonhazardous and hazardous work and prohibit the categorical worst forms of child labor.(13-15) The parliament has yet to pass the Bill.(15)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Commerce, Tourism, and Labor	Enforce labor laws, including those relating to child labor and worst forms of child labor.(15)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Tongan Police, Transnational Crime Unit and Domestic Violence Unit	Enforce criminal laws relating to the worst forms of child labor.(15)
Ministry of Internal Affairs, Immigration Department	Collaborate with Tongan police and Ministry of Commerce, Tourism, and Labor on enforcement of criminal laws in cases in which foreign nationals are involved in the worst forms of child labor.(15)

Labor Law Enforcement

In 2015, law enforcement agencies in Tonga did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown (16)
Number of Labor Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	No (11)	No (15)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (11)	No (15)

Although Tonga has no formal child labor legislation, business license inspectors look for children engaged in the worst forms of child labor during their regular inspection duties. If there is a specific complaint, then the Chief Labor Inspector visits the site, conducts an investigation, and requests police involvement if necessary.(15)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Tonga did not take actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (11)	Yes (15)

The Government of Tonga did not employ specific investigators to enforce laws against the worst forms of child labor.(15)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that the Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Research found no evidence of policies to address child labor, including its worst forms (Table 8).

Table 8. Policies Related to Child Labor

Policy	Description
Tonga Education Policy Framework*	Aims to build the capacity of the Ministry of Education, improve school quality, and achieve universal primary education.(12, 17)
UNDAF for the Pacific Region (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island Countries and Territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(18) Includes initiatives to prevent and respond to exploitation and abuse of children in Tonga.(19)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms.

In 2012–2013, the Ministry of Internal Affairs conducted a spot survey of sectors that have limited evidence of child labor; however, these data have yet to be released.(15)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tonga (Table 9).

Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, and the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Establish labor regulations that include a minimum age of 14 for employment and a minimum age of 18 for hazardous work, in accordance with international standards.	2009 – 2015
	Ensure that hazardous occupations or activities are prohibited for children.	2009 – 2015
	Ensure that the law criminally prohibits forced labor, including debt bondage and slavery.	2015
	Ensure that the law specifically prohibits domestic human trafficking of children.	2014 – 2015
	Ensure that laws prohibit all forms of commercial sexual exploitation for both girls and boys under the age of 18.	2009 – 2015
	Ensure that the law prohibits the use of children in illicit activities, including in the production and trafficking of drugs.	2014 – 2015
Enforcement	Publish information on labor law and criminal law enforcement activities and efforts.	2014 – 2015
	Establish a mechanism for child labor complaints and ensure that labor inspectors have the training and resources necessary to respond to child labor complaints.	2013 – 2015
	Provide criminal investigators with the training and resources necessary to enforce laws prohibiting the worst forms of child labor.	2013 – 2015
	Establish referral mechanisms between the labor inspectorate, the police, and social welfare services to protect and rehabilitate children involved in child labor, including its worst forms.	2014 – 2015
Coordination	Establish a coordinating mechanism to combat the worst forms of child labor.	2009 – 2015

Table 9. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Government Policies	Adopt policies that address child labor, including its worst forms.	2014 – 2015
	Integrate child labor elimination and prevention strategies into existing policies.	2010 – 2015
Social Programs	Implement programs to address child labor in domestic work.	2010 – 2015
	Publish results of the spot survey and conduct further research to determine the activities carried out by children.	2013 – 2015

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Tunisia

MODERATE ADVANCEMENT

In 2015, Tunisia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted and began implementation of the Child Labor National Action Plan (2015-2020), participated in the Global Research Project on Child Labor Measurement and Policy Development, and engaged in discussions about conducting a national child labor survey. However, children in Tunisia are engaged in child labor, including in street work, and in the worst forms of child labor, including in domestic work as a result of human trafficking. The number of children dropping out of school, which may make them vulnerable to child labor, remains high. The law's minimum age protections do not apply to children who are engaged in work in the informal sector, and the Government has not enacted a law prohibiting child trafficking.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Tunisia are engaged in child labor, including in street work.(1-5) Children are also engaged in the worst forms of child labor, including in domestic work as a result of human trafficking.(4-6) Table 1 provides key indicators on children's work and education in Tunisia.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	3.0 (50,364)
Attending School (%)	5-14 yrs.	94.2
Combining Work and School (%)	7-14 yrs.	2.8
Primary Completion Rate (%)		96.9

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(7)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2011–2012.(8)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1-3, 5, 9, 10)
	Herding livestock* (11)
Industry	Construction,* activities unknown (3)
Services	Domestic work (1-4, 10, 12)
	Working in markets* and cafes* (2, 3, 11, 13)
	Street work, including shining shoes,* begging,* vending, auto washing and repair,* and scavenging garbage*† (1-5, 9, 10, 14, 15)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation as a result of human trafficking* (4, 6)
	Use in illicit activities, including smuggling and drug trafficking (4, 6, 14)
	Forced labor in seasonal agriculture,* activities unknown (5)
	Domestic work and begging,* each as a result of human trafficking (4-6)
	Recruitment for use in armed conflict by non-state armed groups (16-18)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The Government declared *Ansar al-Sharia* a terrorist organization in 2013.(16, 19, 20) In 2015, *Ansar al-Sharia* recruited school-age children, sometimes by setting up preaching tents on school campuses, leading some students to withdraw from school to join the group.(16-18) These children may be vulnerable to becoming child soldiers.

Child labor, including begging, has become more pervasive and visible in Tunisia since the January 2011 revolution.(2, 9, 11) Children are engaged in child labor in the informal sector, predominantly in seasonal agriculture, smuggling, drug trafficking, domestic work, handicraft work, street vending, and garbage scavenging.(5, 14) The Child Labor National Action Plan estimates that 80 percent of children do not receive remuneration for their work.(14) Child migrants from sub-Saharan countries and those fleeing conflict in Libya and Syria, as well as young girls from Tunisia's northwest region, are particularly vulnerable to human trafficking.(4, 6)




Based on one study, fifty percent of child domestic workers from Bizerte and 93 percent from Jendouba dropped out of school.(12) Approximately 62 percent of families in Bizerte and 30 percent of families in Jendouba, respectively, use unlicensed intermediaries to place children as domestic workers; however, in nearly 10 percent of the cases, children are placed in homes in which older sisters are already working.(12) None of the children interviewed had employment contracts, and reports show that these children work long hours.(12) Fifty percent of the children are victims of violence or harassment, either from employers or family members, and 70 percent claimed to have occupational health issues.(12)

Approximately 100,000 children, particularly those from rural and remote areas, have dropped out of school every year since 2011.(9, 21-23) Dropouts are largely found working in agriculture, which disproportionately affects children from families with a large number of children. Child dropouts were also found working in illicit activities and in street work.(9) Direct causes of the increasing dropout rates are household poverty, religious customs, and recruitment for violent extremism.(3, 9, 12, 16, 17, 21) Girls in Tunisia face additional barriers to education, including limited transportation options, security concerns while commuting, and parents prioritizing boys' education.(12, 18, 21, 24, 25) Moreover, schools lack resources to accommodate children with disabilities.(26)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Tunisia has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 53 of the Labor Code; Article 2 of the Law on the Situation of Domestic Workers (27, 28)
Minimum Age for Hazardous Work	Yes	18	Article 58 of the Labor Code (27)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 1 of Decree No. 2000-98 (29)
Prohibition of Forced Labor	Yes		Articles 105 and 250 of the Penal Code (5, 30, 31)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	No		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 226 <i>bis</i> , 232, 233, and 234 of the Penal Code; Article 25 of the Child Protection Code (30, 32)
Prohibition of Using Children in Illicit Activities	Yes		Articles 5 and 11 of Law No. 92-52 on Narcotics (33)
Minimum Age for Compulsory Military Recruitment	Yes	20	Article 2 of the National Service Law (34)
Minimum Age for Voluntary Military Service	Yes	18	Article 2 of the National Service Law (34)
Compulsory Education Age	Yes	16	Section 1 of the Law on Education (35)
Free Public Education	Yes		Article 38 of the Constitution (36)

Tunisia lacks a law that prohibits human trafficking. During the reporting period, an inter-ministerial working group introduced draft legislation on trafficking in persons to the Parliament.(14, 31)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Social Affairs (MSA)	Carry out labor inspections.(27) Monitor compliance with the minimum age laws by examining the records of employees.(5) Maintain a database of human trafficking victims and work with the Ministry of Justice to ensure that victims of human trafficking are not prosecuted for trafficking crimes.(37) Coordinate with the Ministry of Health to provide full and free medical care to human trafficking victims.(31)
Ministry of Education	Collaborate with the MSA to identify children vulnerable to child labor.(5)
National Police's Child Protection Service	Address the commercial sexual exploitation of children through prevention and investigation.(38)
Ministry of the Interior	In the cases of child labor complaints that are not covered by the labor inspectorate's mandate, including complaints in the informal sector, the Ministry is responsible for investigating the complaint as a criminal violation.(14) Its Crisis Unit aims to prevent terrorist groups from recruiting children.(6)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Tunisia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	\$4,966,000 (14)
Number of Labor Inspectors	364 (39)	347 (14)
Inspectorate Authorized to Assess Penalties	Yes (39)	Yes (14)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (14)	Yes (14)
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (39)	Unknown
Number of Labor Inspections	12,000 (39)	16,133 (14)
■ Number Conducted at Worksite	Unknown	367 (14)
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	53 (39)	61 (14)
Number of Child Labor Violations for Which Penalties Were Imposed	0 (39)	4 (14)
■ Number of Penalties Imposed That Were Collected	N/A	4 (14)
Routine Inspections Conducted	Yes (39)	Yes (14)
■ Routine Inspections Targeted	Unknown	Unknown

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Unannounced Inspections Permitted	Yes (27, 39)	Yes (14, 27)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	No (39)	Yes (14)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	No (39)	No (14)

In 2015, the labor inspectorate of the Ministry of Social Affairs (MSA) employed 347 inspectors, including 176 women. The Government reports that the number of labor inspectors was not adequate to meet its target goal of 30,000 inspections of the formal economy.(14) The labor inspectorate also needs more vehicles and fuel, particularly to conduct inspections in remote areas of the country.(14)

Since 2014, the labor inspectorate has provided comprehensive training, including training on child labor, to 25 new inspectors. Labor inspectors conducted 2,367 inspections through visits, with 367 of those taking place at worksites.(14) Inspections conducted during the reporting period identified 1,601 children engaged in child labor and 61 child labor violations. The labor inspectorate did not remove any of these children; however, inspectors issued citations in these cases, which usually require only administrative corrections.(14)

Government ministries that receive child labor complaints direct them to the point of contact at the MSA, who is responsible for alerting the labor inspectorate. The labor inspectorate conducts expedited inspections on complaints of child labor.(14) Although a formal referral mechanism between criminal authorities and social services does not exist, the Ministry of the Interior, the MSA, and the Ministry of Women, Family, and Childhood's Delegate for the Protection of Children coordinate informally to refer children to social services.(14, 31)

The Labor Code authorizes labor inspectors to make unannounced inspections in industry, commerce, and agriculture sectors.(27) However, inspectors cannot inspect sites in the informal sector, including in private homes, without permission from the owner of the property or a court order.(14) Although social workers are allowed to access private homes in which the head of the household has declared a domestic worker, in practice, many child domestic workers are not declared.(6, 28, 31, 38)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Tunisia took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Yes (37, 39, 40)	Yes (31)
Number of Investigations	Unknown (39)	41 (41)
Number of Violations Found	Unknown (39)	Unknown
Number of Prosecutions Initiated	Unknown (39)	Unknown (31)
Number of Convictions	Unknown (39)	Unknown (31)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	No (39)	No (14)

In 2015, some law enforcement personnel received training on trafficking in persons, including UNODC training for the Interagency Anti-Trafficking in Persons Committee; UNODC and the Higher Institute of the Judiciary training to National Guard officers in Tunis on both trafficking in persons and migrant smuggling; and Superior Magistrate Institute, UN Office of the High Commissioner for Human Rights, and IOM training for 160 magistrates and judges. Additionally, some of the Government's law enforcement, immigration, and social services personnel received training on best practices for identifying victims of trafficking among high-risk populations.(31) However, the Government reports that adequate training was not available to all agents due to the lack of sufficient resources.(14) Enforcement agencies do not effectively distinguish between human smuggling and human

Tunisia

MODERATE ADVANCEMENT

trafficking, which has hindered the Government's ability to investigate human trafficking offenses, convict offenders, and identify victims.(42)

The Ministry of the Interior investigated 41 cases of children engaged in forced begging.(41) Although victims of human trafficking are referred to social services, it is unknown if referrals included victims of other criminal violations of child labor laws.(31)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee for the Implementation of the Child Labor National Action Plan	Coordinate efforts to combat child labor. Led by the MSA, members include the Ministries of Interior; Social Affairs; Justice; Women, Family, and Childhood; Education; and Vocational Training and Employment; as well as the General Union of Tunisian Labor; the Tunisian Employers Union of Industry Trade and Handicrafts; and the Tunisian Union of Farmers and Fishermen. Supported by the ILO.(14, 39, 43, 44) In 2015, this body convened all national stakeholders to draft and adopt the Child Labor National Action Plan. The steering committee is responsible for fully implementing this plan and continuing coordination with relevant stakeholders on existing efforts to combat child labor.(14)
Interagency Anti-Trafficking in Persons Committee	Coordinate efforts to combat human trafficking, raise awareness, and follow up on the enactment of the draft law to prohibit trafficking in persons. Comprised of representatives of trafficking in persons points of contact from relevant ministries, including the Ministries of National Defense; Transportation; Economy and Finance; Social Affairs; and Education, as well as civil society experts. Met four times during the reporting period to revise the National Action Plan on Trafficking in Persons.(11, 31, 42)
Inter-Ministerial Working Group To Combat Human Trafficking	Coordinate anti-human trafficking policy; share information and best practices. Chaired by the Ministry of Foreign Affairs, representatives from the Ministries of Interior; Justice; Women, Families, and Childhood; Culture; Education; Social Affairs; Vocational Training and Employment; Defense; Health; and Religious Affairs are also members.(31, 45) In 2015, met four times to draft the National Action Plan on Trafficking in Persons. Invited representatives of international organizations and local civil society groups to participate in these meetings.(31)
UNICEF	Support the Government's prevention and assistance programs for children, including some victims of child labor.(14)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Tunisia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Child Labor National Action Plan (2015–2020)†	Aims to achieve this goal by raising awareness, building the capacity of stakeholders, and encouraging action from the NGOs and the public. In 2015, the National Steering Committee for the Implementation of the Child Labor National Action Plan drafted and adopted this plan, which outlines a strategic framework with the goal of eliminating child labor in Tunisia by 2020.(14, 38, 43)
Action Plan of the Country Program (2015–2019)	Decreases dropout rates and improve education quality and access to early education, teach life skills to adolescents, and improve access to information in order to improve child protection against violence and economic exploitation.(46, 47)
National Action Plan to Combat Trafficking in Persons (2015–2017)	Mandates passing the draft anti-human trafficking bill; building capacity of civil society to address human trafficking; boosting public awareness of human trafficking; and training police, customs, and penitentiary officials in identifying victims of human trafficking.(37, 48) Revised by the Interagency Anti-Trafficking in Persons Committee in 2015, the Government began implementing the plan in 2014.(31, 38)

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Tunisia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Research on Child Labor Measurement and Policy Development (MAP)*	USDOL-funded research project implemented by the ILO in 10 countries, including Tunisia, to increase the knowledge base of child labor by collecting new data, analyzing existing data, and building capacity of the Government to conduct research in this area. The MAP project is engaging in discussions with the MSA and the National Statistical Office of Tunisia about conducting a national child labor survey.(14, 49)
MSA Services for Victims of Human Trafficking†	Provide victims of human trafficking with lodging, food, clothing, and psychological services. Unaccompanied child victims were eligible to receive aforementioned services, in addition to schooling, in dedicated centers for minors.(31)
Taking Action Against Child Domestic Labor in Africa and the Countries of the Union for the Mediterranean (2011–2015)	\$1.3 million Government of France–funded, 4-year project implemented by the ILO-IPEC to combat child domestic labor.(50)
Support Efforts to Combat Human Trafficking (2014–2017)	USDOS-funded 3-year project implemented by IOM to carry out anti-human trafficking activities in collaboration with the Ministries of Justice; Interior; Social Affairs; and Women, Family, and Childhood. Includes three objectives: 1) build the capacity of relevant institutions and agencies to identify and assist victims of trafficking based on their individual needs, 2) strengthen cross-sector cooperation and the sharing of information through the implementation of a national referral mechanism, and 3) conduct an awareness-raising campaign to keep children in school and discourage illegal migration that could lead to human trafficking.(38)
Centers for Social Defense and Integration	Nineteen centers provide assistance to children who are homeless, have had trouble with the law, dropped out of school, or experienced domestic trauma.(14)
Centers for Social Protection	Provide material and moral support to vulnerable children.(14)
Universal Primary Education	UNICEF-funded program supported by the Government that promotes quality education with a goal of achieving universal primary enrollment.(51)
School Drop-Out Prevention Program†	Ministry of Education program that maintains over 2,300 social protection units in schools and mobile units in rural areas to monitor students and prevent school dropout.(52)
Social and Educative Centers	Develop educational programs and activities for at-risk children.(14)
Assistance to Needy Families†	MSA program that provides support to poor families and children through cash transfer and access to health care to ensure school attendance.(51, 53)
National School Feeding Program†	UN-funded program that provides technical support to the Ministry of Education to create and implement a national school feeding program. Provides improved access to education and aims to reduce dropout rates in all public primary schools. The Memorandum of Understanding between the Ministry of Education and WFP was signed in January 2014.(54)
Trade Apprenticeships†	Government program that provides wage earning and trade apprenticeships to youth between the ages of 15 to 20, as an alternative to exploitative child labor.(55)
Shelters for Street Children†	Government-operated shelters to serve children at risk of human trafficking.(42)
Child Protection and Youth Center Network†	Government program that maintains 21 youth centers and 67 child protection institutions that are able to serve up to 6,000 children engaged in or at risk of child labor.(38, 52)
Shelters for Victims of Human Trafficking†	MSA-operated shelters for victims of human trafficking.(37) Services include lodging, food, clothing, psychological services, legal aid through a network of <i>pro bono</i> lawyers, and free medical care in collaboration with the Ministry of Health. Unaccompanied child victims are placed in dedicated centers for minors, where they receive schooling in addition to the same services offered to adults.(45)

* Program was launched during the reporting period.

† Program is funded by the Government of Tunisia.

Although Tunisia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.(14)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tunisia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws protect children from human trafficking.	2011 – 2015
Enforcement	Make information publicly available on labor law enforcement, including the number of labor inspections conducted by desk reviews and whether inspections are unannounced.	2015
	Establish a formal and reciprocal referral mechanism between law enforcement and criminal law enforcement agencies and social services.	2014 – 2015
	Provide adequate resources for the labor inspectorate to conduct additional inspections, particularly in remote areas of the country.	2015
	Build enforcement capacity to address child labor protections for children working in domestic work in private homes.	2014 – 2015
	Collect and publish information on the number of criminal violations, prosecutions, and penalties related to the worst forms of child labor, as well as on training for criminal law enforcement officials.	2013 – 2015
	Provide sufficient training to agents in charge of criminal law enforcement of child labor laws.	2014 – 2015
Social Programs	Intensify efforts to reduce dropout rates of children from school and ensure universal access to education, including for children with disabilities.	2015
	Provide sufficient resources to expand existing programs to address the scope of the child labor problem.	2015

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Turkey

MODERATE ADVANCEMENT

In 2015, Turkey made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government implemented a project in cooperation with the ILO that provided services to more than 1,000 children working in commercial hazelnut production and amended the Labor Law to provide protections for children working in the arts and commercial advertising. However, children in Turkey are engaged in child labor in street work and mobile seasonal work in agriculture. The Government does not have laws that protect children working in agricultural enterprises employing fewer than 50 workers. Although the Government took important steps to increase Syrian refugee children's access to education and other services nationwide, many Syrian refugee children in urban areas of Turkey had low or no access to education and other social services, leaving significant numbers at increased risk of exploitation in the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Turkey are engaged in child labor, including in street work and mobile seasonal work in agriculture.(1-27) Table 1 provides key indicators on children's work and education in Turkey.

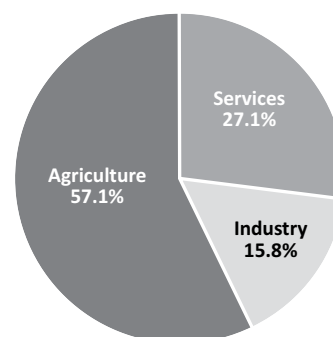
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	6-14 yrs.	2.6 (320,254)
Attending School (%)	6-14 yrs.	92.4
Combining Work and School (%)	6-14 yrs.	1.6
Primary Completion Rate (%)		99.8

Source for primary completion rate: Data from 2012, published by UNESCO Institute for Statistics, 2015.(28)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Child Labor Survey, 2006.(29)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of cotton, hazelnuts, citrus fruits, sugar beets, cumin, peanuts, pulses, apricots,* melons,* and cherries* (1-17, 26, 27)
Industry	Production of furniture, bricks,* shoes,* leather goods,* and textiles* (11, 13, 19, 21-23, 26, 30-35) Auto repair*† (11, 13, 21) Mining*† (12, 36)
Services	Street work, including vending small items, carrying bundles in market areas, cleaning car windshields, collecting recyclable materials, and begging (11-13, 18-26, 37) Working in restaurants and small shops* (19, 35)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation sometimes as a result of human trafficking (21, 38-40) Use in armed conflict by non-state armed groups, sometimes as a result of forced recruitment* (40-43)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

A range of sources reported an increase in child labor in Turkey in 2015, primarily as a result of the growing number of Syrian refugees in the country, more than 2.5 million of whom had relocated to Turkey by the end of the reporting period.(12) Poverty in

the refugee community and a lack of legal employment opportunities caused some parents to rely on children as major or primary contributors to the family income, making these children extremely vulnerable to child labor.(20, 44, 45) Some refugee children may be subject to a range of abuses, including child labor, sexual exploitation, human trafficking, and begging.(24, 44, 46, 47) Monitoring and collecting data on child labor in refugee communities remained a challenge, and NGOs in Turkey reported difficulty in conducting independent research on the conditions of Syrian refugees, including children.(12)

Due to the seasonal nature of agricultural work throughout the country, farmworkers often migrate with their families for up to seven months of the year. Significant numbers of children engaged in seasonal agricultural work, as well as children whose parents are seasonal migrant workers, may have limited access to health care and education.(1, 5, 8, 9, 14, 21, 30) Research found that children of Syrian refugee families were particularly vulnerable to exploitation in this sector and tended to receive lower pay and live in worse conditions than Turkish workers.(14)

Evidence suggests that the number of child laborers involved in manufacturing has considerably declined over the past decade. However, in 2015 there were increased reports of children, particularly Syrian refugees, engaged in manufacturing work such as the production of shoes, furniture, and textiles.(12, 13, 23, 31, 34, 35) Children engaged in child labor in the manufacturing sector often work long hours and earn wages as little as half of what an employer would pay an adult.(23, 31, 35)




Some children have been reportedly recruited by Kurdish terrorist groups that have been fighting in Turkey for nearly three decades. A ceasefire in place since March 2013 broke down in July 2015, leading to an escalating cycle of conflict between the Kurdistan Workers' Party (PKK) and its affiliates and Turkish security forces that continued at year's end.(48) Government and media reports indicated that the recruitment and use of children under age 18 continued in 2015.(40-43) Research did not find a reliable estimate of the current number of child soldiers in Kurdish terrorist groups.

The Government of Turkey continued to make significant progress in educating hundreds of thousands of Syrian children, enrolling roughly 350,000 in formal education, a large increase over the year prior.(49) However, an estimated 650,000 Syrian refugee children are not formally enrolled in schools, including between 75 and 85 percent of Syrian children living in Turkish cities.(13, 35) The Government has taken several important steps to increase Syrian refugee children's access to education. These have included, among others, opening the Turkish public school system to Syrian children with government-issued IDs, lifting residency permit requirements for children to register in school, providing stipends to Arabic-language teachers for Syrian children, and accrediting a system of temporary education centers that offer a Syrian curriculum.(12, 13) As a result of these efforts, approximately 90 percent of school-aged Syrian children living in refugee camps regularly attend school.(13) However, the barriers to education access for the 85 percent of Syrian refugee children who live in urban areas remain significant. Some schools for Syrian children charge tuition fees or transportation costs that many families are unable to afford.(13, 19, 35) Many Syrian children struggle with integrating into Turkish schools due to the language barrier and do not have access to accelerated Turkish language programs.(13) Many families have not received sufficient information on how to enroll their children in Turkish schools, and some schools refuse entry to Syrian children despite national directives requiring that Syrian children be provided with education.(13)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Turkey has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

Turkey

MODERATE ADVANCEMENT

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 71 of the Labor Law (50)
Minimum Age for Hazardous Work	Yes	18	Articles 71–73 of the Labor Law; Annex 3 of the Regulation on Methods and Principles for Employment of Children and Young Workers (50, 51)
Prohibition of Hazardous Occupations or Activities for Children	Yes		The Regulation on the Principles and Procedures Governing the Employment of Children and Young Workers (12, 51)
Prohibition of Forced Labor	Yes		Articles 80 and 117 of the Penal Code (52)
Prohibition of Child Trafficking	Yes		Article 80 of the Penal Code (52)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 77, 103, 226, and 227 of the Penal Code (52)
Prohibition of Using Children in Illicit Activities	Yes		Articles 37–38 and 188 of the Penal Code (52)
Minimum Age for Compulsory Military Recruitment	Yes	21	Article 2 of the Law on Military Service (53, 54)
Minimum Age for Voluntary Military Service	NA*		
Compulsory Education Age	Yes	17‡	Article 3 of the Primary Education Law; Education Reform Law (55–57)
Free Public Education	Yes		Article 2 of the Primary Education Law; Article 42 of the Constitution of the Republic of Turkey (46, 56, 58)

* No voluntary military service (57)

‡ Age calculated based on available information

In April 2015, Article 71 of the Labor Law was reportedly amended to institute regulations for children's work under the age of 15 in arts, culture, and commercial advertising. The amendment reportedly requires that children under age 15 working in these sectors receive permission from both a guardian and the MoLSS, and specifies acceptable conditions of work.(12)

As stated in Article 4 of the Labor Law, the provisions of the Labor Law do not apply to children working in agricultural enterprises employing 50 or fewer workers.(50) This gap in the law leaves children vulnerable to exploitative conditions without legal protection.(21, 27)

Although the Penal Code prohibits the use of another person in the commission of a crime, and the production and trafficking of drugs is criminally prohibited, the law does not explicitly prohibit the use or procuring of children for the production and trafficking and drugs.(59)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Labor Inspection Board Presidency within the Ministry of Labor and Social Security (MOLSS)	Implement laws on child labor and hazardous child labor, including regulating work environments and conditions for children. Monitor the implementation of the Labor Law provisions in workplaces under its jurisdiction.(12) Conduct joint inspections with the Mentoring and Inspection Presidency to find children under legal working age who have dropped out of school, and direct them back into education.(12)
Mentoring and Inspection Presidency Within MOLSS	Monitor compliance with laws related to social security of all workers, including child workers. Conduct joint inspections with the Labor Inspection Board Presidency to find children under legal working age who have dropped out of school and refer them to education services.(12)
Turkish National Police	Enforce the Penal Code, including criminal laws related to the worst forms of child labor.(12)

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Department for Protection of Victims of Human Trafficking within the Directorate General for Migration Management	Coordinate the identification of human trafficking victims, including victims of child trafficking.(40)
Ministry of Justice	Prosecute cases of child labor and child exploitation.(12)
Ministry of Family and Social Policy (MFSP)	Coordinate and provide services to children living or working on the street through the Directorate General of Child Services.(12)
'ALO 170' Hotline within MOLSS	Receive complaints about labor law violations, including child labor.(12)
'ALO 183' Hotline within MFSP	Receive complaints about child rights violations, including child labor.(12)
'157' Hotline for Victims of Trafficking	Provide 24-hour, toll-free support in multiple languages for human trafficking victims. Advertise services through awareness-raising campaigns.(47)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Turkey took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014†	2015
Labor Inspectorate Funding	Unknown* (57)	Unknown* (12)
Number of Labor Inspectors	970 (57)	977 (12)
Inspectorate Authorized to Assess Penalties	Yes (25)	Yes (12)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (57)	Yes (12)
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	No (12)
Number of Labor Inspections	Unknown	19,255 (12)
■ Number Conducted at Worksite	Unknown	19,255 (12)
■ Number Conducted by Desk Reviews	Unknown	0 (12)
Number of Child Labor Violations Found	22 (25)	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	27 (12)
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown* (12)
Routine Inspections Conducted	Yes (57)	Yes (12)
■ Routine Inspections Targeted	Yes (57)	Yes (12)
Unannounced Inspections Permitted	Yes (57)	Yes (12)
Unannounced Inspections Conducted	Yes (57)	Yes (12)
Complaint Mechanism Exists	Yes (57)	Yes (12)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (57)	Yes (12)

* The Government does not make this information publicly available.

† Data are from January 1, 2014 to September 31, 2014.

In 2015, the number of labor inspectors authorized to conduct inspections remained insufficient. According to the ILO's recommendation of one labor inspector for every 15,000 workers in industrializing economies, Turkey should employ approximately 1,960 labor inspectors to fully enforce the country's labor laws.(49, 60, 61) The Ministry of Labor and Social Security (MOLSS) in 2015 initiated a recruitment drive to hire additional inspectors. The impact of the recruitment drive, which continued after the end of the reporting period, should be clearer in 2016.(12) Labor inspectors spend the first 3 years of their careers as assistant inspectors. They receive on-the-job training that includes modules to raise their awareness of child labor and of the legal provisions and enforcement mechanisms to address it.(57)

In 2015, employers who violated prohibitions were subject to administrative fines of approximately \$400. Fine amounts are adjusted annually but are widely believed to be insufficient to deter violations.(12)

Although there is no formal referral mechanism, research found that children discovered to be in child labor situations during the course of inspections were referred for social services.(12, 57)

Turkey

MODERATE ADVANCEMENT

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Turkey took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Yes (24)	Yes (40)
Number of Investigations	Unknown	Unknown
Number of Violations Found	Unknown	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (12)	Yes (40)

Research found that the enforcement of laws against child trafficking, particularly pertaining to identification of victims, was insufficient.(24, 62) The Department for Protection of Victims of Human Trafficking, which assumed principal responsibility for identifying victims of human trafficking from the Police during the reporting period, reported an increase in number of identified victims in 2015. Of 108 victims identified in 2015, 26 were children.(40)

In 2015, the Government reported that 989 Directorate General for Migration Management (DGMM) employees and 880 police officers received training on issues related to trafficking in persons, including victim identification, provision of support to victims, and the legal framework on human trafficking.(40)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee (NSC) on child labor issues	Coordinate and monitor implementation of the Time-bound National Policy and Program Framework for the Prevention of Child Labor, including programs and projects initiated under the auspices of this framework.(12) Chaired by the MOLSS; includes senior government officials, workers, employers, and NGOs.(12)
Advisory Board on Child Labor Issues	Develop solutions for preventing child labor and ensure that institutions share information regarding their work on child labor. Chaired by MOLSS and composed of representatives from government ministries, workers' unions, employers' organizations, NGOs, and universities, as well as ILO and UNICEF representatives who participate as observers.(12)
Child Labor Branch of the Employment Policies Directorate within MOLSS	Coordinate all child labor programs and efforts of the Ministry of Education, the Child Services Directorate General in MFSP, the Ministry of the Interior, the Ministry of Justice, and NGOs.(12)
The Child Services Directorate General Within MFSP	Coordinate services for children living and working on the streets.(12)
Directorate General for Migration Management (DGMM)	Coordinate the implementation of migration law, including laws related to irregular migration, refugees, and human trafficking.(63, 64)
National Task Force on Combating Human Trafficking	Coordinate policy on human trafficking. Chaired by the DGMM, which plans to transition the task force to a national commission under the Ministry of Interior.(24, 40)

The DGMM suffered from inadequate capacity in 2014, its first year of functioning.(63) During the reporting period, however, the DGMM took steps to develop its infrastructure and increase its capacity, including opening offices in each of Turkey's 81 provinces. The DGMM efficiently registered Syrian refugees through provincial offices, with an estimated 90 percent of Syrians registered by year's end.(33, 40)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Turkey has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Time-bound National Policy and Program Framework for the Prevention of Child Labor (2005–2015)	Aimed to eliminate the worst forms of child labor by 2015. MOLSS, through the NSC, is the coordinating institution.(46) Prioritizes reducing poverty, improving the quality and accessibility of education, and increasing social awareness and sensitivity to child labor.(46) Priority target groups included children working on the streets, in heavy and dangerous work in small- and medium-sized enterprises, and in mobile and seasonal agricultural work, except in family businesses. Articulated objectives, indicators, outputs, target groups, activities, and responsibilities for the elimination of the worst forms of child labor.(46) An updated policy for 2016 – 2023 is expected to be finalized in 2016.(12)
Second National Action Plan on Combating Human Trafficking	Outlines Turkey's strategy for the prevention of human trafficking. Identifies children as an exceptionally vulnerable group and calls for special security precautions for children at shelters for victims and increased international cooperation on preventing child trafficking.(47, 65)
National Employment Strategy (2014–2023)	Aims to identify and solve labor market issues, with the goal of job creation and sustained economic growth. Includes the prevention of child labor, especially hazardous work in agriculture, as a focus of the plan, and advocates for increased access to education and strengthened social services as a means of preventing child labor.(66)
Tenth Development Plan (2014–2018)	Identifies Turkey's strategy and goals for economic development. Includes the priorities of alleviating child poverty and increasing equal opportunity in education.(67) Includes provisions for the prevention of the worst forms of child labor.(57)
National Child Rights Strategic Document and Action Plan (2013–2017)	Sets out the framework and actions for promoting services for children in fields such as health care and education.(68) Includes a section addressing child labor issues.(44, 57)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Turkey funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Piloting the USDA Guidelines in the Hazelnut Supply Chain in Turkey*	USDOL-funded project implemented by the Fair Labor Association in partnership with Nestle and its main hazelnut suppliers in Turkey. Aims to pilot a sustainable program to implement the U.S. Department of Agriculture's Guidelines for Eliminating Child and Forced Labor in Agricultural Supply Chains in 1,000 hazelnut plantations in Ordu and Sakarya, with a particular focus on preventing migrant children from entering into child labor in hazelnut production.(69)
Integrated Model for the Elimination of the Worst Forms of Child Labor in Seasonal Agriculture in Hazelnut Harvesting (2012–2017)*	ILO and MOLSS-implemented project funded by the Association of Chocolate, Biscuit, and Confectionery Industries of Europe (CAOBISCO). Takes an integrated approach to preventing children from working by increasing access to education and improving living conditions of children vulnerable to the worst forms of child labor in hazelnut harvesting; building capacity of local and national institutions to prevent child labor, and raising awareness of industry stakeholders and the public.(12) In 2015, the project provided 1,165 children with services. 202 families received individual or group counseling, and 719 children were transitioned from work to school and provided with clothing, school supplies, and school lunches. The project also engaged with local leadership and employers to raise awareness about the worst forms of child labor.(12)
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor through data collection and research in Turkey.(70)
Conditional Education and Health Care Assistance Program†	Government program that aims to reduce poverty through cash transfers.(71) Requires children between ages 6 and 15 of participating families to regularly attend primary school.(72) Provides milk to all primary school children and distributes books free of charge.(73)
Shelters for Victims of Trafficking†	Government-funded, NGO-operated shelters for human trafficking victims in Ankara, Antalya, and Istanbul. Provides psychological, medical, and legal services to human trafficking victims.(47, 57)
Protecting Victims of Human Trafficking (2014–2016)	\$1.9 million EU-funded project co-managed by the DGMM and the IOM. Focuses on improving the Government's ability to identify victims of human trafficking through training and capacity-building.(40)

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
Project for Combating Human Trafficking and Organized Crimes	EU-funded project implemented by the DGMM and the International Center for Migration Policy Development. Provided basic training on human trafficking and data analysis to the DGMM and law enforcement through August 2014, and now focuses on improving victim identification and protection by strengthening national referral mechanisms.(40)
Improving Social Integration and Employability of Disadvantaged Persons†	\$34 million project jointly funded by the EU and the Government of Turkey. Aims to address poverty, lack of education, unemployment, and housing problems for socially vulnerable and disadvantaged citizens through services and grants, including a specific allocation of grant funding for projects targeting the Roma population.(57, 74, 75) Includes the goal of combating child labor by supporting the entry of working children's parents into the labor market.(74, 75)

* Program was launched during the reporting period.

† Program is funded by the Government of Turkey.

The Activation of Local Sources on Preventing Child Labor project, which was implemented from 2012–2014, provided services to more than 2,000 children at risk of entering child labor, and conducted direct interventions with almost 800 parents of working children.(57) The project was not implemented in 2015, leaving a major gap in Turkey's programming to address child labor. In 2015, the MOLSS proposed a second phase of the Activation of Local Sources on Preventing Child Labor project, which would take place in 2016–2018 and incorporate an expanded geographical scope and increased budget. Consideration of the proposal remained ongoing at year's end.(12)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Turkey (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law provides protections for children working in small agricultural enterprises.	2009–2015
	Ensure that the use of children in the production and trafficking of drugs is explicitly criminally prohibited.	2015
Enforcement	Make information on the Labor Inspectorate's funding, training for investigators, and the number of penalties collected, publicly available.	2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor in order to provide adequate coverage of the workforce.	2014–2015
	Increase the penalties for violation of child labor laws to an amount sufficient to deter violations.	2014–2015
	Make disaggregated data on the number of investigations, prosecutions, and convictions related to child trafficking publicly available.	2014
	Ensure that laws prohibiting the trafficking of children are enforced, including by taking sufficient steps to identify victims of child trafficking.	2015
	Institute programs to increase access to education and health care for children working in mobile seasonal agriculture.	2014–2015
Social Programs	Expand provision of affordable education to Syrian refugee children, including by enforcing national directives affording Syrian children access to the Turkish school system at the local level.	2014–2015
	Institute programs to address child labor in the sectors where it is most prevalent, including mobile seasonal agriculture, street work, and small manufacturing enterprises.	2015

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61. UN. *World Economic Situation and Prospects 2012 Statistical Annex*. New York; 2012. http://www.un.org/en/development/desa/policy/wesp/wesp_current/2012country_class.pdf. For analytical purposes, the Development Policy and Analysis Division (DPAD) of the Department of Economic and Social Affairs of the United Nations Secretariat (UN/DESA) classifies all countries of the world into one of three broad categories: developed economies, economies in transition, and developing countries. The composition of these groupings is intended to reflect basic economic country conditions. Several countries (in particular the economies in transition) have characteristics that could place them in more than one category; however, for purposes of analysis, the groupings have been made mutually exclusive. The list of the least developed countries is decided upon by the United Nations Economic and Social Council and, ultimately, by the General Assembly, on the basis of recommendations made by the Committee for Development Policy. The basic criteria for inclusion require that certain thresholds be met with regard to per capita GNI, a human assets index and an economic vulnerability index. For the purposes of the Findings on the Worst Forms of Child Labor Report, "developed economies" equate to the ILO's classification of "industrial market economies; "economies in transition" to "transition economies," "developing countries" to "industrializing economies, and "the least developed countries" equates to "less developed countries." For countries that appear on both "developing countries" and "least developed countries" lists, they will be considered "least developed countries" for the purpose of calculating a "sufficient number" of labor inspectors.
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In 2015, Tuvalu made a minimal advancement in efforts to prevent the worst forms of child labor. The Government drafted a new Labor and Employment Relations Bill, which includes provisions to bring national legislation into alignment with international labor standards related to the worst forms of child labor. However, although research is limited and the problem does not appear to be widespread, children in Tuvalu are engaged in child labor in fishing. Gaps remain in the Government's legislative framework. Children ages 15 through 17 are not protected from hazardous work and children are not adequately protected from commercial sexual exploitation. In addition, the Government has not collected data to determine the prevalence and nature of the worst forms of child labor in the country to inform policy and program development.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited and the problem does not appear to be widespread, children in Tuvalu may be engaged in child labor in fishing. (1-3) Table 1 provides key indicators on children's work and education in Tuvalu. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		93.2

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(4)
Data were unavailable from Understanding Children's Work Project's analysis, 2015.(5)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Fishing,* activities unknown (1-3)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

Tuvalu lacks data to determine the prevalence and nature of child labor, including its worst forms, in the country.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Tuvalu has ratified one key international convention concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor




Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 84 of the Employment Act (6)
Minimum Age for Hazardous Work	Yes	15	Articles 85–87 of the Employment Act (6)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Articles 85–87 of the Employment Act (6)
Prohibition of Forced Labor	Yes		Article 75 of the Employment Act; Articles 244 and 249 of the Penal Code; Article 68 of the Counter Terrorism and Transnational Organized Crime Act; Article 18 of the Constitution of Tuvalu (6-9)
Prohibition of Child Trafficking	Yes		Article 68 of the Counter Terrorism and Transnational Organized Crime Act; Articles 136 and 244 of the Penal Code (7, 9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 136, 137, 139–143, and 166 of the Penal Code (7)
Prohibition of Using Children in Illicit Activities	No		Articles 141–142 of the Penal Code (7)
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	Yes	15	Education (Compulsory Education) Order (10)
Free Public Education	No		

† No standing military (11)

During the reporting period, the Government of Tuvalu drafted a new Labor and Employment Relations Bill, which includes provisions to bring national legislation into compliance with international labor standards related to the worst forms of child labor.(12, 13) As it currently stands, Tuvalu's Employment Act does not clearly establish 18 as the minimum age for hazardous work in accordance with international standards.

Tuvalu's law does not adequately prohibit the commercial sexual exploitation of children. Although the Penal Code prohibits the procurement, use, and offering of girls under age 18 and boys under age 15 for prostitution, boys 15 through 17 are left unprotected.(7, 14) In addition, although pornography is illegal in Tuvalu and the Penal Code includes penalties for those who make, distribute, or possess obscene publications, it does not specifically address obscene publications featuring children, nor does it criminalize the use, procurement, or offering of a child for pornography or pornographic performances.(7, 15, 16) In addition, laws related to illicit activities are insufficient. The law criminalizes the procurement of children younger than 15 for unlawful and immoral purposes, but fails to criminalize the use, procurement, or offering of all children for the production and trafficking of drugs.(7)

Child trafficking is prohibited in Tuvalu; however, the law prescribes a harsher punishment for individuals involved in the trafficking of adults than for those involved in the trafficking of children.(9)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that law enforcement agencies in Tuvalu took actions to combat child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor	Enforce labor laws, including those related to child labor.(17)
Tuvalu Police Force	Enforce criminal laws related to the worst forms of child labor.(17)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Tuvalu did not take actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (17)	Unknown (12)
Number of Labor Inspectors	2 (17)	2 (12)
Inspectorate Authorized to Assess Penalties	No (13)	No (13)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown (12)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown	Unknown (12)
Number of Labor Inspections	0 (17)	Unknown (12)
■ Number Conducted at Worksite	0 (17)	Unknown (12)
■ Number Conducted by Desk Reviews	0 (17)	Unknown (12)
Number of Child Labor Violations Found	0 (17)	0 (12)
Number of Child Labor Violations for Which Penalties Were Imposed	N/A (17)	N/A (12)
■ Number of Penalties Imposed That Were Collected	N/A	N/A
Routine Inspections Conducted	No (17)	Unknown
■ Routine Inspections Targeted	No (17)	Unknown
Unannounced Inspections Permitted	Yes (6)	Yes (6)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	No (13)	No (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

Funding for inspections is covered by the Department of Labor's overall budget. Information was not available on the specific amount of funds allocated for this purpose, although reports indicate that the Government does not have sufficient resources to formally monitor and enforce child labor laws.(13, 18)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Tuvalu did not take actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (17)	Unknown (12)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown (17)	Unknown (12)
Number of Investigations	Unknown (17)	Unknown (12)
Number of Violations Found	Unknown (17)	Unknown (12)
Number of Prosecutions Initiated	Unknown (17)	Unknown (12)
Number of Convictions	Unknown (17)	Unknown (12)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (17)	Unknown (12)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The National Advisory Committee on Children, chaired by the Ministry of Education, is responsible for coordinating general children's issues across government agencies. The Committee monitors and reports on the Government's efforts to fulfill its commitments under the UN CRC.(12) However, research found no evidence that the Committee functions as a coordinating mechanism to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Tuvalu has established policies related to child labor, including its worst forms (Table 8).

Table 8. Policies Related to Child Labor

Policy	Description
National Strategy for Sustainable Development (<i>Te Kekeega II</i>) (2005–2015)*	Seeks to promote sustainable livelihoods by developing the private sector and promoting the effective use of public resources. Focuses on improving the access to and the quality of education for Tuvaluan children.(17, 19)
Tuvalu Education Strategic Plan II (2011–2015)*	Aims to enhance the quality of education at all levels, from early childhood through secondary, technical, and vocational education. Priority areas include improving curriculum and assessment measures, increasing student achievement, enhancing the quality and efficiency of management, developing human resources, and strengthening strategic partnerships.(20)
Education and Training Sector Master Plan*	Offers alternative education and training opportunities for children, especially those who have dropped out of school.(21) Implemented by the Ministry of Education.(16, 21)
Free Education Policy*	Establishes free education for children ages 6 through 13.(20–23) Free education in Tuvalu is not guaranteed by law.
National Youth Policy*†	Establishes a framework for youth engagement in national decision making processes, especially related to climate change.(24)
UNDAF for the Pacific Region (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island countries and territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(25) In Tuvalu, aims to increase children's access to health, education, and social protection systems.(26)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Tuvalu funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 9).

Table 9. Social Programs to Address Child Labor

Program	Description
Decent Work Country Program	ILO-implemented program that aims to strengthen Tuvalu's labor laws, support the ratification of ILO C. 182, and improve labor market monitoring systems by collecting recent statistics on child labor. Seeks to improve labor market information and calls for the inclusion of child labor modules in planned household surveys.(27)
Education for All Program	Australian Government-funded program to improve access to quality education in Tuvalu. Objectives include increasing capacities in education planning and administration, teacher training, and early grade literacy.(23) Since 2012, has helped more than 18 vocational teachers throughout Tuvalu to graduate from the Australian Pacific Technical College in courses related to training and assessment, and to early childhood education.(23)
Community Post-Primary Vocational Programs†	Ministry of Education program that provides vocational training to children in the outer islands. Frequency of training sessions depends on the availability of trainers.(23)
High School Vocational Training Program†	Government-funded vocational training program at Motufoua Secondary School that provides Fiji National University-accredited vocational training to students starting at year 13.(23)

† Program is funded by the Government of Tuvalu.

In July 2015, Tuvalu participated in the ILO's Sub-Regional Skills and Livelihood Training for Older Out-Of-School Children in Child Labor or At Risk in the Pacific. The training focused on highlighting opportunities for skill development for children

under 18 who are at risk for child labor, as well as identifying opportunities for mainstreaming skill development initiatives into existing social programs.(28) Research found no evidence of programs to specifically address child labor in the agricultural sector.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Tuvalu (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO C. 182 on the Worst Forms of Child Labor.	2013 – 2015
	Ensure that the law establishes the minimum age for hazardous work at 18 years old.	2009 – 2015
	Ensure that the law comprehensively protects all children from commercial sexual exploitation; including by criminally prohibiting the use, procurement, and offering of boys ages 15 through 17 for prostitution and all children for the production of pornography and for pornographic performances.	2009 – 2015
	Ensure that the law criminally prohibits the use, procurement, and offering of all children for illicit activities, including the production and trafficking of drugs.	2013 – 2015
	Ensure that the law prescribes strengthened penalties for child trafficking.	2015
Enforcement	Dedicate sufficient resources to child labor law enforcement, particularly with regard to inspections.	2009 – 2015
	Make information publicly available on the enforcement of laws related to child labor, including the number and type of labor inspections conducted and the training provided for labor inspectors and investigators.	2009 – 2015
	Authorize the labor inspectorate to assess penalties for child labor violations.	2015
	Establish a mechanism to receive child labor complaints.	2015
Coordination	Establish coordinating mechanisms to combat child labor, including its worst forms.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies.	2010 – 2015
Social Programs	Conduct research to better understand the extent and nature of child labor, including its worst forms, in Tuvalu.	2010 – 2015
	Institute programs to address child labor in the agricultural sector.	2009 – 2015

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. Analysis received December 18, 2015. Reliable statistical data on the worst forms of child labor are especially difficult to collect given the often hidden or illegal nature of the worst forms. As a result, statistics on children's work in general are reported in this chart, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children and other indicators used in this report, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
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In 2015, Uganda made a significant advancement in efforts to eliminate the worst forms of child labor. The Government introduced a bill to prohibit hazardous work for children and establish a minimum age for work of 16. The Government also trained more than 1,000 criminal law enforcement officers on issues related to the worst forms of child labor, approved a National Action Plan to Combat Human Trafficking, and expanded its cash transfer program to allow more children to stay in school. However, children are engaged in the worst forms of child labor, including in the harvesting of tea and commercial sexual exploitation. Law enforcement agencies lack adequate funding, training, and resources to adequately enforce child labor laws. In addition, gaps in the legal framework persist, including the gap between the ages for compulsory education and minimum age for employment.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Uganda are engaged in the worst forms of child labor, including in the harvesting of tea and commercial sexual exploitation.(1-10) Table 1 provides key indicators on children's work and education in Uganda.

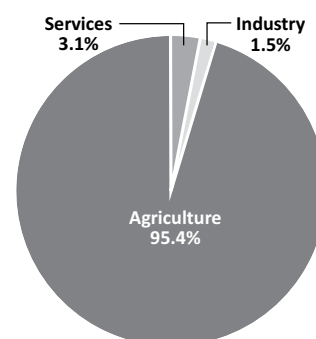
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	30.9 (3,034,126)
Attending School (%)	5-14 yrs.	88.7
Combining Work and School (%)	7-14 yrs.	34.4
Primary Completion Rate (%)		55.6

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Labor Force Survey, 2010.(12)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivating and harvesting cocoa,* coffee, corn,* tea,† tobacco,† and rice,† and acting as scarecrows in rice fields* (3, 4, 9, 13, 14)
	Production of vanilla and palm oil* (5, 14)
	Cutting, collecting,* and carrying* sugarcane† (9, 15-17)
	Herding cattle (3, 9, 18)
	Fishing,† including catching, smoking, and selling fish; loading boats† with equipment and offloading fish; using spears and diving under water to catch fish; and scaling, cleaning, and cutting fish (2, 3, 9, 19)
	Producing and carrying charcoal (9, 20)
Industry	Making bricks (3, 14, 21)
	Quarrying stone† and mining† gold and sand* (2, 3, 5, 9, 22-29)
	Manufacturing, including in steel rolling mills and carpentry workshops* (9)

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Domestic work (1-3, 5, 6, 9, 10, 30)
	Street work, including vending,† begging,† working as porters,† scavenging,† and collecting and selling scrap metal (5-7, 9, 14, 18, 20, 31)
	Cross-border trading* (32)
	Working in hotels,*† restaurants,*† bars,*† and video halls* (3, 7, 9, 10)
	Collecting firewood for sale* (31)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking (6-10)
	Forced labor in agriculture, begging, brick making,* cattle herding,* mining,* stone quarrying,* and domestic work, each sometimes as a result of human trafficking (8, 33-35)
	Use in the production of pornography* (9)
	Use in illicit activities, including smuggling* and stealing,* sometimes as a result of human trafficking (5, 9, 10, 31)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Child trafficking is particularly common in the impoverished Karamoja region.(6, 29) These children are trafficked to towns in Eastern Uganda for animal herding and domestic work.(36) They are also trafficked and willingly migrate to Kampala where they engage in domestic work and begging, sometimes by force, and in commercial sexual exploitation and illicit activities.(5, 6, 20, 36) In some cases, Ugandan children have been trafficked to East African countries for commercial sexual exploitation and use in illicit activities. Children from Burundi, the Democratic Republic of the Congo (DRC), Kenya, Rwanda, Tanzania, and South Sudan are subject to forced agricultural labor and commercial sexual exploitation in Uganda.(8)




Although the Lord’s Resistance Army (LRA) has not abducted children in Uganda to serve as soldiers since 2006, some Ugandan children remain captive with LRA elements in the DRC, Central African Republic, and South Sudan.(8)

Section 10(3)(a) of the Education Act calls for 7 years of free, compulsory education; however, school fees and the cost of school supplies are often prohibitive for families.(2, 37-39)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Uganda has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

Uganda has ratified the African Union Convention for the Protection and Assistance of Internally Displaced Persons in Africa (Kampala Convention).(40) The Convention prohibits armed groups from recruiting children or allowing them to participate in conflict in any manner.(41)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 32(2) of the Employment Act; Regulation 3 of the Employment (Employment of Children) Regulations (42, 43)
Minimum Age for Hazardous Work	Yes	18	Section 32(4) of the Employment Act; Regulation 5 of the Employment (Employment of Children) Regulations (42, 43)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Regulation 6 and the First Schedule of the Employment (Employment of Children) Regulations (43)
Prohibition of Forced Labor	Yes		Section 5 of the Employment Act; Sections 3–5 of the Prevention of Trafficking in Persons Act (42, 44)
Prohibition of Child Trafficking	Yes		Sections 3–5 of the Prevention of Trafficking in Persons Act (44)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 3 of the Prevention of Trafficking in Persons Act; Sections 131, 136, 137, and 139 of the Penal Code; Section 14 of the Anti-Pornography Act (44-46)
Prohibition of Using Children in Illicit Activities	Yes		Article 5(d) of the Prevention of Trafficking in Persons Act (44)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 52(2)(c) of the Defence Forces Act (47)
Compulsory Education Age	Yes	12‡	Section 10(3)(a) of the Education Act (37)
Free Public Education	Yes		Section 10(3)(a) of the Education Act (37)

* No conscription (47)

‡ Age calculated based on available information (37)

In 2015, the Government introduced a bill to align the Children Act with existing laws that relate to child protection. The bill prohibits employment of a child in any activity harmful or hazardous to health, or physical, mental, spiritual, moral, or social development; and establishes a minimum age for work of 16.(48)

The law does not sufficiently prohibit commercial sexual exploitation because the offering of a child for prostitution and the use, offering, and benefitting from a monetary or in-kind transaction involving the sexual exploitation of a child for the production of pornography and pornographic performances are not criminally prohibited.(49)

Section 10(3)(a) of the Education Act states that education is compulsory for children ages 6 and above and lasts for 7 years; however, the law leaves children age 13 particularly vulnerable to the worst forms of child labor, as children are not required to be in school nor are they legally permitted to work in areas other than light work.(37)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Gender, Labor, and Social Development (MGLSD)	Enforce labor laws throughout the country.(31) The Child Labor Unit works with partners to implement national awareness campaigns and serves as a resource to labor inspectors, including occupational safety and health inspectors.(50) The Industrial Court makes judgments on labor dispute cases, which are referred to the court by labor officers.(9)
Ministry of Internal Affairs (MIA)	Enforce criminal laws on the worst forms of child labor.(51) The Uganda Police Force's Child and Family Protection Unit (CFPU) investigates forced labor cases, the Special Investigations Division and the Anti-Human Trafficking Desk investigate cases related to human trafficking and the use of children in illicit activities, and the Sexual Offenses Desk investigates commercial sexual exploitation.(9) Liaison officers handle child labor complaints and overall child protection issues at police posts that do not have a CFPU officer.(51) The Immigration Department assists in identifying potential human trafficking victims.(52)

Uganda

SIGNIFICANT ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Local Government	Oversee district labor officers who refer cases to the Industrial Court.(9) Deploy community development officers at the district level when district labor officers are not available.(31)
Directorate of Public Prosecutions in the Ministry of Justice and Constitutional Affairs	Prosecute criminal cases related to the worst forms of child labor that are referred by the Uganda Police Force.(50)

A report indicates that due to weak coordination among the various agencies responsible for child labor law enforcement, the Industrial Court heard few child labor cases during the reporting period. The Industrial Court, however, is advocating for the Ministry of Gender, Labor, and Social Development (MGLSD) to supervise district labor officers with the hope that it will increase the number of child labor case referrals.(9) A report notes that there are not enough judges in the Industrial Court. As a result, the High Court and the Magistrates' Courts heard labor dispute cases.(5, 31)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Uganda took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (31)	Unknown
Number of Labor Inspectors	40 (31)	55 (9)
Inspectorate Authorized to Assess Penalties	Yes (31)	Yes (9)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (31)	Unknown
■ Training on New Laws Related to Child Labor	Unknown (31)	N/A
■ Refresher Courses Provided	Unknown (31)	Yes (9)
Number of Labor Inspections	300 (31)	45 (53)
■ Number Conducted at Worksite	Unknown (31)	Unknown
■ Number Conducted by Desk Reviews	Unknown (31)	Unknown
Number of Child Labor Violations Found	Unknown (31)	Unknown (9)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (31)	Unknown (9)
■ Number of Penalties Imposed That Were Collected	Unknown (31)	Unknown (9)
Routine Inspections Conducted	Yes (53)	Yes (9)
■ Routine Inspections Targeted	Unknown (31)	Unknown
Unannounced Inspections Permitted	Yes (31)	Yes (9)
Unannounced Inspections Conducted	Unknown (31)	Unknown (9)
Complaint Mechanism Exists	Yes (31)	Yes (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (31)	Yes (9)

The Labor Inspectorate lacks office resources, transportation, and fuel to conduct labor inspections. Although the number of labor inspectors increased to 55 in 2015, each of Uganda's 112 districts is supposed to have at least 1 district labor officer responsible for addressing all labor issues, including child labor.(9) According to the ILO's recommendation of 1 inspector for every 40,000 workers in less developed countries, Uganda should employ roughly 464 inspectors in order to adequately enforce labor laws throughout the country.(9, 54-56) In November 2015, the ILO sponsored a 5-day training for 28 district labor officers on child labor inspection skills and the legal framework for child labor. However, the Government found training for labor law enforcement officials to be inadequate.(9)

In 2015, inspections were conducted in 60 districts in the mining, agriculture, processing, services, and construction sectors; however, there were no inspections conducted during the last quarter of the year and the Government found the overall number of inspections conducted to be inadequate.(9)

During the reporting period, the National Child Helpline registered 108 child labor complaints. District labor officers also receive walk-in complaints from community members, NGOs, and police officers.(53)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Uganda took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (31)	Yes (9)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (36)	N/A
■ Refresher Courses Provided	Yes (36)	Yes (9)
Number of Investigations	Unknown (31)	76 (9)
Number of Violations Found	139 (36)	66 (53)
Number of Prosecutions Initiated	Unknown (31)	Unknown (53)
Number of Convictions	3 (36)	0 (9)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (31)	Yes (8)

According to the Government, the number of criminal law enforcement officials responsible for investigating child labor, including its worst forms, is inadequate. The Uganda Police Force lacks vital resources to carry out investigations, such as transportation and fuel.(9)

In January 2015, the Anti-Human Trafficking National Taskforce trained 50 police officers on anti-human trafficking measures; an additional 392 officials, including police officers and magistrates, were trained on the identification and management of trafficking victims and investigation procedures.(8) In July 2015, the Child and Family Protection Unit (CFPU) trained more than 800 police officers on case management regarding violence against children.(9) The Coordination Office to Combat Trafficking in Persons (COCTIP) trained 144 police officers, Immigration Department officials, and members of the Directorate for Public Prosecutions on investigation, prosecution, and child offense cases.(9) However, training is inadequate as some criminal law enforcement officials were not aware of key human trafficking laws, and police officers do not understand the evidence needed to prosecute child labor cases.(8, 9, 35, 57)

During the reporting period, criminal law enforcement officials removed 119 children from child labor in fishing, stone quarrying, and agriculture; some of these children were reunited with their families.(9) In 40 cases, children were removed from households, bars, and farms where they worked.(9) There were 11 girls who worked in bars who were reunited with their families, including two foreign nationals who were repatriated. A total of 21 children who were removed from child labor were enrolled in school.(9)

Research found that street children, including potential human trafficking victims, are routinely arrested and detained by police. Some of these children are held for up to 3 months at a MGLSD juvenile detention center.(8, 10) Although children received food, medical treatment, and other services, some children were required to clean the detention facilities.(8)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee on the Elimination of Child Labor	Coordinate child labor issues and implement the National Action Plan on the Elimination of the Worst Forms of Child Labor (2012/2013–2016/2017). Led by the MGLSD and includes members from several ministries, trade unions, development organizations, civil society, and media agencies.(38) In 2015, the Committee started planning for the next phase of the National Action Plan on the Elimination of the Worst Forms of Child Labor.(9)
Stop Child Labor Partners Forum	Coordinate, monitor, and evaluate child labor-related programs and policies in Uganda. Led by the National Council for Children (NCC), with representatives from several ministries, CFPU, and civil society groups.(38) In 2015, held four meetings to discuss the elimination and prevention of child labor and establishing Child Labor-Free Zones in Entebbe, Hoima, and Kabale.(9, 53)

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor (cont)

Coordinating Body	Role & Description
Coordination Office to Combat Trafficking in Persons (COCTIP)	Coordinate, monitor, and oversee implementation of the Prevention of Trafficking in Persons Act.(31) Through June 2015, COCTIP assisted 61 child trafficking victims, most of whom had been trafficked for use in illicit activities. Officials located victims' families and provided food and medical treatment before referring children to NGOs for additional services.(9, 53)
Anti-Human Trafficking National Taskforce	Coordinate anti-trafficking efforts among government ministries, draft policy, implement public information campaigns, and establish a database to track human trafficking cases. Led by MIA's Counter-Trafficking in Persons Office, and includes 30 members from several ministries and government directorates, police, INTERPOL, and other security organizations.(36, 38) In 2015, the Taskforce developed regulations for the Prevention of Trafficking in Persons Act and coordinated an awareness campaign targeting potential victims through broadcast media, billboards, and community outreach to schools.(9, 35)
National Child Protection Working Group	Monitor the quality of services provided to orphans and vulnerable children, and coordinate the Alternative Care Framework, which aims to reunite vulnerable children with their families. MGLSD leads the working group and members include the ministries of Education and Sports, Health, and Justice and Constitutional Affairs; the CFPU; the NCC; and a number of local civil society organizations.(9) Met regularly in 2015.(9)
NCC's Inter-Ministerial Coordination Mechanism	Ensure effective inter-departmental coordination on children's issues, including child labor. Work to ensure that member organizations integrate child labor concerns into their policies and budgets. Members include MGLSD; MIA; the Ministries of Education and Sports, Health, Local Government, Agriculture, Defense, and Water and Sanitation; the Office of the Prime Minister; and the Justice Law and Order Sector.(9) Met regularly in 2015.(9)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Uganda has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan on the Elimination of the Worst Forms of Child Labor (2012/2013–2016/2017)	Aims to reduce the worst forms of child labor in Uganda by 2017, by increasing enrollment and completion of primary education; increasing households' access to social protection and assistance; increasing public awareness; strengthening the legal and policy framework; withdrawing children from the worst forms of child labor and providing them with rehabilitation services; and enhancing tripartite collaboration among the Government, employers, and labor unions.(4)
National Action Plan to Combat Human Trafficking†	Aims to align the legal framework to address both domestic and international trafficking in persons, enhance institutional capacity to counter human trafficking, provide protection and assistance to victims, and prevent human trafficking through awareness-raising campaigns.(58)
National Development Plan (2015/2016–2019/2020)†	Aims to eradicate all forms of child labor by 2025, by promoting inclusive and sustainable economic growth, productive employment, and decent work for all. In 2015, a review of the National Development Plan (2010/2011–2014/2015) indicated that absolute poverty was reduced from 24.5 percent in 2009 to 19.7 percent by the end of 2013, while per capita income increased from \$665 to \$788 over the same period.(59)
UNDAF (2016–2020)†	Outlines actions and strategies of the UN that align with the Government's National Development Plan. Plans to conduct a child labor survey.(60)
Education Sector Strategic Plan (2004–2015)*	Supported expansion of the basic education system to include programs for disadvantaged children and youth.(61) During the reporting period, the Government began drafting a new plan.(9)
National Strategy for Girls' Education in Uganda (2015–2019)	Establishes a framework for the identification, implementation, and coordination of interventions to promote girls' education.(62) Identifies child labor, particularly domestic work, as a key barrier to girls' participation in education and calls for action to address such barriers.(62, 63)
Skilling Uganda Strategic Plan (2011–2020)*	Provides a strategic plan for business, technical, and vocational education and training, including for youth who drop out of school.(64)
National Strategic Program Plan of Interventions for Orphans and Other Vulnerable Children (2011/2012–2015/2016)	Aims to monitor and protect children from child labor.(65)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Research found that the Government has contributed limited funding to the National Action Plan on the Elimination of the Worst Forms of Child Labor, which may have resulted in its limited implementation during the reporting period.(9)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Uganda funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project (2011–2015)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the <i>Roadmap for Achieving the Elimination of the Worst Forms of Child Labor</i> by 2016 established by The Hague Global Child Labor Conference in 2010. Aimed to improve the evidence base on child labor through data collection and research in Uganda.(66) During the reporting period, the program assisted in the development of a report that focuses on vulnerable youth in need of second-chance opportunities.(67) The report also includes reasons for early school dropout, including child labor.(68)
Country-Level Engagement and Assistance to Reduce Child Labor Project (CLEAR) (2013–2017)	USDOL-funded capacity-building project implemented by the ILO in at least 10 countries to build local and national capacity of the Government to address child labor. Aims to improve legislation addressing child labor issues, including by bringing local or national laws into compliance with international standards; improve monitoring and enforcement of laws and policies related to child labor; and develop, validate, adopt, and implement a national action plan on the elimination of child labor in Uganda.(69)
African Youth Empowerment and Development Initiative (AYEDI) (2013–2017)	\$3 million, USDOL-funded, 4-year project implemented by World Education, Inc. that promotes education, vocational training, and decent work opportunities for youth ages 15–17. The program also provides livelihood support to youth and their families, and encourages youth to take on leadership roles in their communities.(70) In 2015, the project provided 1,453 children engaged in or at risk of entering child labor with education services; 3,099 households with livelihood services; and enrolled 2,090 youth, of which 43 percent were female, in 64 AYEDI Clubs.(71)
Decent Work Country Program (2013–2017)	ILO-implemented program that outlines strategies for promoting decent work in Uganda. Priorities include youth employment and improved social protection for both formal and informal workers; also includes a focus on prevention and elimination of the worst forms of child labor.(72)
Hazardous Child Labor in Tobacco Growing Project (2015–2017)*	\$3 million, Elimination of Child Labor in Tobacco Foundation-funded project implemented by the ILO that aims to develop global guidance on hazardous child labor and occupational safety and health in tobacco growing, and strengthen social dialogue in Malawi, the United Republic of Tanzania, and Uganda to combat child labor in agriculture.(73)
Strategic Plan for the Implementation of the Amnesty Act of 2000 (2013–2015)	Continues activities to disarm, demobilize, and reintegrate former Lord's Resistance Army (LRA) rebels, including child soldiers. Implemented by MIA, along with other government agencies.(9, 36) Between January and June 2015, MIA processed 28 cases, 17 of which were for LRA returnees. In June 2015, the Government extended parts of the Act for 2 years.(9)
National Awareness Strategy on Trafficking	Focuses on the prevention of human trafficking.(52) During the reporting period, the Anti-Human Trafficking National Taskforce and IOM coordinated to raise public awareness about the dangers of human trafficking through radio and television, press conferences, and posters at immigration points.(9)
Coordinated Response to Human Trafficking in Uganda	IOM project providing support to children trafficked from the Karamoja region for exploitive street work in urban areas of Uganda; builds capacity of service providers in Karamoja and elsewhere in Uganda.(74)
Uganda Youth Development Link	NGO-implemented program in coordination with the Government that focuses on protecting the rights of children, including from the worst forms of child labor. The program provides rehabilitation and livelihood skills training to victims through five drop-in centers and outreach posts in a Kampala slum; one drop-in center in Kitega, Mukono District; and one rehabilitation transit center at Masooli in Wakiso District.(75)
Realizing Livelihood Improvement Through Savings and Education	NGO-implemented program with technical assistance from the Government that provides assistance to victims of child labor. In 2015, Uganda Women's Efforts to Save Orphans, the implementing NGO, conducted a mid-term review of the program.(9) They found that since 2013, the program has removed 5,940 children from child labor, of which 240 were trained in vocational skills.(9)
Skilling Uganda Program	Donor-funded program implemented by the Ministry of Education and Sports that provides vocational training to youth who drop out of school.(64) The program has established 26 vocational training institutions.(9)
Youth Venture Capital Fund†	Government program that aims to reduce youth unemployment through enterprise development, job creation, and business skills training.(9)
Uganda Social Assistance Grants for Empowerment†	\$49 million, donor and Government-funded project implemented by MGLSD that provides direct income support of approximately \$8 per month to poor and vulnerable households in 19 districts to allow children to stay in school.(9, 38) In 2015, the program assisted 123,153 beneficiaries and in December, the Government announced that it would expand the program to 40 districts by 2020.(9)
Combating Child Labor Through Education (2010–2015)	Government of the Netherlands-funded program implemented by the Ministry of Education and Sports that operated a 3-hour afterschool education program in areas where children are unable to attend school for a full day.(38, 76)

* Program was launched during the reporting period.

† Program is funded by the Government of Uganda.

Uganda

SIGNIFICANT ADVANCEMENT

During the reporting period, the Government funded a study which identified existing gaps and issues to be addressed by amending the Employment Act.(9, 77) Some of the issues include coordination problems in labor administration, and the need to regulate the employment of domestic workers.(77)

Although Uganda has programs that address child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in agriculture and commercial sexual exploitation.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Uganda (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Ensure that the offering of a child for prostitution and the use, offering, and benefitting from a monetary or in-kind transaction involving the sexual exploitation of a child for the production of pornography and pornographic performances are criminally prohibited.	2015
	Ensure that the law requires free, compulsory education to age 14 so that it is commensurate with the minimum age for work.	2009 – 2015
Enforcement	Ensure coordination between MGLSD and the Ministry of Local Government so that labor dispute cases are referred to the Industrial Court. Also ensure that the Industrial Court has a sufficient number of judges.	2015
	Make information on the Labor Inspectorate funding, training for new labor inspectors, number of labor inspections conducted at worksites and by desk review, number of child labor violations found, and the type of labor inspections conducted publicly available.	2013 – 2015
	Ensure adequate funding, training, and resources for law enforcement agencies so that child labor inspections and investigations can be properly conducted.	2013 – 2015
	Develop mechanisms for referring street children, including potential human trafficking victims, to social services, and prevent these children from being detained by the police.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Strategic Plan and the Skilling Uganda Strategic Plan.	2014 – 2015
	Ensure that sufficient resources are provided to the National Action Plan on the Elimination of the Worst Forms of Child Labor to allow adequate implementation.	2015
Social Programs	Ensure that all children are able to attend school regardless of their ability to pay school fees and other related costs.	2012 – 2015
	Expand existing social programs to address the scope of the child labor problem, particularly in agriculture and commercial sexual exploitation.	2009 – 2015

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Uganda

SIGNIFICANT ADVANCEMENT

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In 2015, Ukraine made a minimal advancement in efforts to eliminate the worst forms of child labor. Despite new initiatives to address child labor, Ukraine is receiving this assessment because it continued to implement a law that delayed advancement in eliminating the worst forms of child labor. Ukraine enacted legislation in 2014 that required the State Labor Service to request approval from the Cabinet of Ministers before conducting any inspection not related to a criminal investigation. This bureaucratic restriction effectively imposed a moratorium on inspections during the reporting period. Otherwise, the Government made efforts by providing training to a significant number of law enforcement personnel on the application of laws against child trafficking, adopting a new State Program for Countering Human Trafficking, and developing a comprehensive curriculum on human trafficking prevention for use in schools. Children in Ukraine are engaged in child labor, including in street work and in the worst forms of child labor, including in pornography. The legal framework lacks prohibitions on possessing child pornography or benefitting from its proceeds, and the age of consent for sexual relationships is not clearly defined, which puts children at risk of prosecution in cases of commercial sexual exploitation. In addition, national policies related to child labor lack sufficient funding for effective implementation. Ukraine's armed conflict with Russian-backed separatists in the east of the country continued, which may have impacted the Government's ability to address the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Ukraine are engaged in child labor, including in street work.(1-3) Children are also engaged in the worst forms of child labor in commercial sexual exploitation, including pornography.(1, 3-5) Table 1 provides key indicators on children's work and education in Ukraine.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.4 (182,714)
Attending School (%)	5-14 yrs.	96.5
Combining Work and School (%)	7-14 yrs.	5.0
Primary Completion Rate (%)		110.4

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 4, 2012.(7)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Farming, activities unknown (1-3)
Industry	Construction,* activities unknown (1, 2, 8) Mining,† including loading, transporting, and sorting of coal (5, 9, 10)
Services	Street work,* including distributing advertising leaflets,* washing cars,* sales activities in kiosks,* and begging* (1-3)
Categorical Worst Forms of Child Labor‡	Use in the production of pornography (1, 3-5) Commercial sexual exploitation sometimes as a result of human trafficking (2, 3, 8, 11, 12) Use in armed conflict by non-state armed groups (13-17)

Ukraine

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

Table 2. Overview of Children’s Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced begging sometimes as a result of human trafficking* (2, 4, 8, 12, 18)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

In 2015, Ukraine’s armed conflict with Russian-backed separatists in the east of the country continued, which may have impacted the Government’s ability to address the worst forms of child labor.(13, 19) The conflict in eastern Ukraine had created an estimated 1.4 million Internally Displaced Persons (IDPs), including more than 170,000 children.(20) The inability of many IDP families to access adequate shelter and available social benefits puts children at increased risk of exploitation in the worst forms of child labor, including human trafficking.(21) The Ministry of Social Policy (MSP) noted an increased vulnerability to both domestic and international human trafficking among the IDP community, and there have been reports of kidnapping of girls from conflict-affected areas for commercial sexual exploitation and labor exploitation.(8, 18) In addition, authorities have, in some cases, refused to grant Roma IDPs the same level of assistance as other IDPs, putting Roma children at an even greater risk of exploitation.(22) An estimated 10,000 Roma people have been displaced by the conflict.(23)

During the reporting period, a variety of sources, including the OSCE Special Monitoring Mission in Ukraine, reported that children as young as age 15 continued to take part in active combat as part of Russian-backed militant groups.(13, 14, 16, 17, 24) Reports indicate that children ages 15 to 17 were actively recruited to participate in militarized youth groups that teach children to carry and use weapons. Children who excel in this training are encouraged to form their own reconnaissance and sabotage groups and begin to fight.(25) A Ukrainian government official reported that one children’s battalion associated with this training program, the St. George the Victor Battalion, may include children as young as 12 years.(16, 25, 26) The recruitment of children by militant groups took place both on territory not under the control of the central Government and in areas where the Government was unable to enforce national prohibitions against the use of children in armed conflict.(13) Russian-backed militants also continued to use children as informants and human shields during the reporting period.(13)

Children from Ukraine are trafficked both transnationally and domestically for commercial sexual exploitation and forced begging.(12, 18) Homeless, orphaned, and poor children, especially those living in state-run institutions, are at high risk of being trafficked and are targeted by recruiters for child pornography.(3, 11, 12) Commercial sexual exploitation of children, including for pornography, remains a serious problem in Ukraine.(2, 5)

Although Ukraine’s Constitution and Law on General Secondary Education guarantee free universal education, a reduction of educational facilities associated with the decreasing population of school-age children may limit access to education for children living in rural areas, for Roma children, and for children with disabilities.(5) Due to discrimination, Roma children are also sometimes denied access to education, placed in segregated schools exclusively for Roma children, or erroneously placed in special education schools.(2, 27, 28)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Ukraine has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor



Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓

Table 3. Ratification of International Conventions on Child Labor (cont)

Convention	Ratification
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 188 of the Labor Code; Article 150 of the Criminal Code; Article 21 of the Law on the Protection of Childhood (1, 29-31)
Minimum Age for Hazardous Work	Yes	18	Article 190 of the Labor Code; Article 21 of the Law on the Protection of Childhood (30, 31)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Order No. 46 on the approval of the list of heavy work and work with dangerous and harmful working conditions, in which the employment of minors is prohibited; Article 150-1 of the Criminal Code (8, 9, 29)
Prohibition of Forced Labor	Yes		Article 43 of the Constitution of Ukraine; Article 1 of the Law on Employment; Articles 149, 172, and 173 of the Criminal Code (29, 32, 33)
Prohibition of Child Trafficking	Yes		Article 149 of the Criminal Code (29)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 301–303 of the Criminal Code; Articles 10 and 21 of the Law on the Protection of Childhood; the Law on Amendments to Certain Legislative Acts of Ukraine on Combating the Distribution of Child Pornography; Articles 1, 6, and 7 of the Law on the Protection of Public Morality (29, 31, 34, 35)
Prohibition of Using Children in Illicit Activities	Yes		Article 304 of the Criminal Code; Articles 10 and 21 of the Law on the Protection of Childhood (29, 31)
Minimum Age for Compulsory Military Recruitment	Yes	18	Article 15 of the Law on Military Duty and Military Service; Decree No. 447 On Measures to Improve the Defense Capabilities of the State (36, 37)
Minimum Age for Voluntary Military Service	Yes	18	Article 15 of the Law on Military Duty and Military Service (37)
Compulsory Education Age	Yes	17‡	Articles 12 and 20 of the Law on General Secondary Education (38)
Free Public Education	Yes		Article 53 of the Constitution of Ukraine; Article 2 of the Law on General Secondary Education (32, 38)

‡ Age calculated based on available information. (38)

In Ukraine, the minimum age for work is 16. However, the Labor Code allows children to be employed at age 15 with parental consent. In secondary or vocational schools, students may perform light work at age 14 with parental consent, provided that the work does not interfere with their education and is not harmful to their health.(30) Research found that children in vocational training programs for hazardous occupations are permitted to perform hazardous work for less than 4 hours a day, beginning at age 14, as long as occupational health and safety standards are met.(1, 39) Moreover, the CEACR noted that the minimum age for such work is 2 years below the international minimum age of 16 for entering hazardous vocational training.(39)

The Law on General Secondary Education states that children should begin school at age 6 and continue for 11 years of compulsory education. As a result, most children are 17 when they complete compulsory education.(38)

Existing criminal laws in Ukraine continue to have gaps in fully protecting children from the worst forms of child labor. While the Criminal Code prohibits commercial exploitation of children, it does not specifically define an age of consent for sexual relations, which has contributed to the prosecution of children ages 16 and 17 for the crime of prostitution.(1) In addition, there is no law that prohibits the possession of child pornography or benefitting from its proceeds.(1)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Ukraine

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
State Labor Service (SLS)* within the Ministry of Social Policy (MSP)	Enforce labor laws, including laws on child labor, by conducting inspections.(13)
Department on Adoption and Children's Rights Protection within the MSP	Identify children involved in the worst forms of child labor, most of whom are in the informal sector.(1, 2)
Criminal Police for Children's Affairs	Identify and investigate the involvement of children in the worst forms of child labor.(1, 2) Refer children determined to be in need of assistance during criminal investigations to social services offered by the MSP.(40) Transferred from the Ministry of Internal Affairs to the Juvenile Prevention Division in the Department of Preventive Activity of the newly formed National Police during 2015.(41)
Criminal Juvenile Police	Address crimes committed by minors and against minors.(1) Transferred from the Ministry of Internal Affairs to the Department of Preventive Activity within the newly-formed National Police during 2015.(41)
Department for Combating Crimes Related to Human Trafficking	Enforce laws against child trafficking. Transferred from the Ministry of Internal Affairs to the newly-formed National Police during 2015.(18)
National Police*	Enforce criminal laws against the worst forms of child labor, including child trafficking.(13)
State Migration Service	Assist refugees and migrants in need in the country, including victims of human trafficking.(1, 40)
State Border Guards Services	Protect the country's borders and identify cases of human trafficking.(40)
Office of the Ombudsman for Children's Rights	Monitor protection of the rights of children and fulfillment of international obligations to protect children's rights, including preventing child labor. Coordinate the development of laws on child protection.(42) Inform the public of children's rights.(42)
National Referral Mechanism	Identify victims of human trafficking, including children, and refer victims to appropriate government agencies for assistance and the provision of services. Led by the MSP.(8)

* Agency responsible for child labor enforcement was created during the reporting period.

In February 2015, the State Labor Inspectorate and the State Service of Mining Supervision and Industrial Safety were combined into one agency, the State Labor Service (SLS).(43, 44) This change came as part of a government-wide initiative to improve efficiency among executive agencies, including those responsible for inspection. The SLS retains the full legal mandates of the State Labor Inspectorate, including enforcement of child labor laws.(43, 44)

During the reporting period, the Government began enacting a program to reform criminal law enforcement.(13, 45) As part of this program, the Government established a new police force in July 2015.(45) A source reported that laws regulating crimes against children continued to be enforced after July, and that the structure of the new police force will be subject to continued reform in 2016.(13)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Ukraine took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	616 (13, 41)	320 (13)
Inspectorate Authorized to Assess Penalties	Yes (46)	Yes (3)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (46)	Yes (13)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (13)	No (13)
Number of Labor Inspections	5,038 (46)	22 (13)
■ Number Conducted at Worksites	5,038 (46)	22 (13)
■ Number Conducted by Desk Reviews	0 (46)	0 (13)
Number of Child Labor Violations Found	202 (46)	2 (13)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Child Labor Violations for Which Penalties Were Imposed	197 (46)	0 (13)
■ Number of Penalties Imposed That Were Collected	Unknown	N/A
Routine Inspections Conducted	Yes (46)	Yes (13)
■ Routine Inspections Targeted	Unknown	No (13)
Unannounced Inspections Permitted	No (46)	No (13)
Unannounced Inspections Conducted	No (46)	No (13)
Complaint Mechanism Exists	Yes (46)	Yes (13)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (46)	Yes (13)

Although the budget for the SLS is unknown, a source reported that funding levels were inadequate. Significant cuts to the SLS's budget resulted in involuntary furlough days for inspectors, some of whom worked as little as one week per month during the reporting period, leading to an increase in resignations and a significant decrease in the number of labor inspectors.(13) The SLS reported that the number of labor inspectors was insufficient to adequately enforce child labor laws. Insufficient funding for supplies, such as vehicles and fuel, also negatively impacted labor inspection.(13) According to the ILO's recommendation of one inspector for every 20,000 workers in transitioning economies, Ukraine should employ roughly 870 labor inspectors in order to adequately enforce labor laws throughout the country.(47-49)

Two laws adopted in December 2014 also significantly restricted the ability of the SLS to carry out inspections during the reporting period.(13) During the first six months of 2015, the SLS and most other regulatory agencies were required to request approval from the Cabinet of Ministers before conducting any inspection not connected to a criminal investigation.(13, 50, 51) Regulatory agencies were also required to seek approval from the Cabinet of Ministers to conduct an inspection of any business with an annual income less than \$750,000 throughout the reporting period. The Government estimates that about 80 percent of businesses are covered under this provision, which will remain in force through the end of 2016.(51, 52) Due to these substantial bureaucratic barriers, inspections nearly ceased in 2015.(13)

No fines were imposed for the use of child labor during the reporting period; however, the SLS reported that fines established for labor infractions, which range from \$35 to \$115, are too low to serve as effective deterrents.(1, 13, 46)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Ukraine took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Yes (13)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	Yes (13)
■ Refresher Courses Provided	Yes (46)	Yes (13)
Number of Investigations	Unknown	Unknown (13)
Number of Violations Found	15 (8, 46)	Unknown (13)
Number of Prosecutions Initiated	Unknown (46)	Unknown (18)
Number of Convictions	Unknown (46)	Unknown (18)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (46)	Yes (3)

During the reporting period, the IOM trained 135 police officers, investigators, and social workers on combating child trafficking and victim referral, in cooperation with the Ministry of Internal Affairs (MOI) and the MSP.(13) In cooperation with the MOI and the Prosecutor General's Office, the IOM also trained an additional 196 law enforcement personnel, including prosecutors and investigators on human trafficking.(13)

Ukraine

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

In the past, concerns have been raised that the training of judges was not adequately sensitive to the situation of child trafficking victims who may have been used to commit crimes while being trafficked.(1) In 2015, 101 judges received training on the application of current legislation in court hearings on trafficking-related cases, including procedures for victim and witness protection during trial, application of current child labor laws, and understanding the vulnerability of victims.(13, 41) However, these trainings may have been insufficient to address this concern on a systemic level.

Children who are discovered to be in dangerous situations during the course of criminal investigations are referred to the MSP system of Shelters and Centers for Socio-Psychological Rehabilitation of Children.(1) Although the National Referral Mechanism (NRM) for victims of trafficking continued to operate, the MSP lacked sufficient authority and financial resources to establish and run the NRM efficiently.(8)

During 2015, the National Police identified six child trafficking victims.(13) Data on child trafficking and other crimes related to labor exploitation of children are not disaggregated from overall law enforcement statistics; therefore, full data on the number of investigations, prosecutions, and convictions were unavailable.(11)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Ministry of Social Policy (MSP)	Lead the Government's efforts to combat child labor and human trafficking, including by drafting legislation and government regulations on these issues.(1, 11)
Interagency Council on Family, Gender Equality, Demographic Development, Prevention of Violence in the Family, and Counter-Trafficking Issues	Coordinate efforts to address the worst forms of child labor, including the trafficking of children. Chaired by the MSP. Members include representatives from the ministries of Justice, Education, Security, Health, and Foreign Affairs, and from international and local NGOs.(1, 53)
Interagency Working Group to Protect the Rights of Civilians, Including Women and Children, During the Anti-Terrorist Operation in the Eastern Regions of Ukraine	Protect Internally Displaced Persons (IDPs) and other civilians from the negative consequences of the ongoing military operations in Ukraine, including the increased rates of domestic and transnational human trafficking. Established by the MSP, members include representatives from the Secretariat of the Verkhovna Rada Commissioner for Human Rights, the Authorized Representative of the President of Ukraine for Children's Rights, and other government agencies and NGOs.(21) The group met four times in 2015. Accomplishments include finalizing the new State Program for Countering Human Trafficking and conducting a review of the application process for victim status.(18)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Ukraine has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan (NAP) to Implement the UN Convention on the Rights of the Child (2010–2016)	Aims to protect children, including from labor exploitation, through raising awareness, rehabilitating victims found in the worst forms of child labor, providing access to education, and creating a child labor monitoring system.(1, 40, 54)
State Program for Countering Human Trafficking (2016–2020)†	Guides the work of the National Coordinator on Combating Human Trafficking and contains specific actions and timetables for preventing, protecting, and prosecuting trafficking crimes.(18)
USAID Country Development Cooperation Strategy (2012–2016)	Aims to support the development of democratic practices, economic growth and development, and increased integration into European structures. Includes a special objective on countering trafficking in persons that involves piloting a National Referral Mechanism (NRM) for victims of human trafficking and improving methods for rehabilitation and reintegration of victims, including children.(55)

† Policy was approved during the reporting period.

A lack of sufficient funding hampers the ability of the ministries to implement actions called for under the National Action Plan to Implement the UN Convention on the Rights of the Child and the State Program for Countering Human Trafficking.(1, 8)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Ukraine funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Global Action Program on Child Labor Issues Project	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Ukraine.(56) In 2015, the project assisted the State Statistical Service in analyzing data and preparing a draft report based on the National Child Labor Survey conducted in 2014. The project also conducted a rapid assessment of street children during the reporting period.(56)
Shelters and Centers for Socio-Psychological Rehabilitation of Children†	MSP-operated program to provide protection in 18 short-term shelters and 75 long-term rehabilitation centers for children in need, including street children. Short-term shelters provide accommodation for up to 90 days and rehabilitation centers offer accommodation for up to 12 months.(1, 8, 11, 18, 21) The rehabilitation centers also provide regular social, medical, psychological, and other types of services for non-residents.(8, 18)
Centers for Social Services for Family, Youth, and Children†	Government-run program to provide services for victims of human trafficking, among other populations in need. As of 2015, 656 shelters were available to assess victims' needs and draft rehabilitation plans.(1, 18)
Anti-Trafficking Awareness-Raising Programs*†	In 2015, the Ministry of Education and Science developed a comprehensive human trafficking prevention curriculum for use in schools, which was made available to educators during the reporting period. Secondary and vocational school students also attended trainings on human trafficking prevention, which were reportedly also made part of the required school curriculum during the reporting period.(18)
Multiplication of the Anti-Trafficking National Referral Mechanism in Ukraine†	Joint program by the MSP and the OSCE to train officials in several regions of Ukraine to identify and provide services to trafficking victims. Involves collaborative work among local agencies and non-governmental partners.(11)
Countering Trafficking in Persons Project (2004–2018)	USAID-funded project implemented by the IOM to reduce trafficking in persons by building the capacity of Ukrainian institutions to address the problem by strengthening the NRM and increasing government funding for counter-trafficking efforts.(57)
Free School Lunches†	Government-sponsored program that provides free school lunches to certain categories of children, including those from families with many children, families of Chernobyl victims, low-income families, and families in some rural areas.(58)
Decent Work Country Program (2012–2015)	Government and ILO 3-year joint program that included a social protection component to improve the social status of migrant workers, develop and implement a national occupational safety and health program, and strengthen the labor inspection system.(59)
Strengthening and Protecting Children's Rights in Ukraine (2013–2015)	\$670,000 project funded by the Government of Norway and implemented by the Council of Europe in partnership with the Government of Ukraine. Aimed to strengthen the protection of human rights in Ukraine through the prevention of violence against children, including commercial sexual exploitation.(60, 61)
UNICEF Country Program (2012–2016)	Aims to decrease social exclusion and disparities affecting children and ensure that socially excluded children benefit from quality health care and social services.(62)

* Program was launched during the reporting period.

† Program is funded by the Government of Ukraine.

Ukraine has a variety of service providers for victims of human trafficking; however, the MSP must confer the official status of “victim of trafficking” on child trafficking victims in order for them to access available government services.(8, 11, 18) Research found delays in this practice often result from the insufficient provision of documentation to the MSP by local administrations, although the trafficking victim status application rejection rate significantly decreased in 2015.(8, 11, 18)

During the reporting period, the MSP and the IOM conducted a seminar for heads of Child Welfare Services on the responsibilities of their agencies in the identification and referral of child trafficking victims who are placed in Centers for Psycho-Social Rehabilitation of Children and other state institutions. The goal of this training was to build the capacity of these agencies to proactively identify and refer child trafficking victims.(18)

Although the MSP provides services for children in shelters and social-psychological rehabilitation centers, the current availability of shelters and trained personnel is insufficient to fully address the extent of the child labor problem.(63) The Centers for Social

Ukraine

MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW THAT DELAYED ADVANCEMENT

Services for Family, Youth, and Children have historically experienced a large turnover of staff due to an excessive workload and low pay.⁽⁶⁴⁾ In addition, the centers remain understaffed after budget cuts enacted in 2014 resulted in the layoff of 12,000 social workers.⁽⁶⁵⁾ This restricted the centers in their ability to efficiently address the main needs of trafficking victims in 2015. Likewise, high turnover in the regions, where local agencies are responsible for identifying trafficking victims under the NRM, has hampered the provision of services to victims.⁽¹¹⁾

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Ukraine (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit all children under age 16 from working in hazardous occupations during vocational training.	2011 – 2015
	Ensure that laws treat children ages 16 and 17 as victims of commercial sexual exploitation rather than as offenders.	2012 – 2015
	Ensure that laws prohibit possessing child pornography and benefitting from its proceeds.	2012 – 2015
Enforcement	Increase the budget of the SLS, in order to increase the number of inspectors, and make information on the budget publicly available.	2011 – 2015
	Provide labor inspectors with appropriate training, including by institutionalizing periodic refresher training for all inspectors, and provide them with the resources required to carry out inspections, such as adequate transportation and fuel.	2011 – 2015
	Address legal provisions that have created obstacles to conducting labor inspections. Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents, and ensure that inspectors have sufficient ability to conduct both complaint-based and targeted inspections as needed, including unannounced inspections.	2014 – 2015
	Ensure that fines are imposed for violations of child labor laws, and that they are sufficient to effectively deter employers from violating child labor laws.	2013 – 2015
	Ensure that judges treat children who are victims of commercial sexual exploitation and other worst forms of child labor as victims and not as offenders.	2013 – 2015
	Ensure that the MSP has the necessary funding and authority to effectively establish and operate the National Referral Mechanism.	2014 – 2015
	Track and make data on the number of investigations, prosecutions, convictions, and implemented penalties related to violations of all criminal laws on the worst forms of child labor publicly available.	2014 – 2015
	Provide sufficient funds to implement the National Program for Combatting Trafficking and the NAP, including implementing the mandated child labor monitoring system.	2010 – 2015
	Ensure that all IDPs are aware of the resources available to them and that internally displaced children are able to access adequate shelter and receive available social benefits, regardless of their ethnicity.	2014 – 2015
Social Programs	Assess children's access to rural schools and develop programs to facilitate access to education for Roma children, disabled children, and children in rural areas.	2010 – 2015
	Ensure that all children who are victims of human trafficking are able to access government services available for victims. Ensure that all reasonable efforts are made to obtain needed documentation when considering whether to grant trafficking victim status to children.	2013 – 2015
	Increase the number of shelters and socio-psychological rehabilitation centers for children and the number of trained personnel staffing these shelters, in order to fully meet the demand for their services. Provide sufficient funding to return the number of social workers to the level prior to budget cuts.	2013 – 2015
	Take steps to reduce turnover in the Centers for Social Services for Family, Youth, and Children and in local agencies that are part of the National Referral Mechanism to ensure that victims of human trafficking are provided with the services they require.	2012 – 2015

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In 2015, Uruguay made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government published and distributed a resource guide for police and investigators on responding to cases of human trafficking and child commercial sexual exploitation. The Anti-Trafficking Interagency Committee drafted an action plan for Ministry of the Interior officers and the Government continued to fund existing social programs to address the worst forms of child labor. However, children in Uruguay continue to engage in the worst forms of child labor in garbage scavenging and commercial sexual exploitation. The Government does not collect or publish comprehensive labor and criminal law enforcement statistics or implement sufficient programs to prevent and eliminate the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Uruguay are engaged in the worst forms of child labor, including in garbage scavenging and commercial sexual exploitation.(1-12) Table 1 provides key indicators on children's work and education in Uruguay.

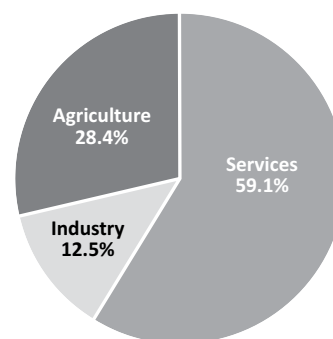
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	6.1(31,955)
Attending School (%)	5-14 yrs.	97.8
Combining Work and School (%)	7-14 yrs.	6.5
Primary Completion Rate (%)		104.3

Source for primary completion rate: Data from 2010, published by UNESCO Institute for Statistics, 2015.(13)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta Nacional de Trabajo Infantil (MTI), 2009.(14)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Livestock raising,† activities unknown (1, 11, 15) Fishing,*† activities unknown (1, 15)
Industry	Construction work† in buildings and roads (1, 4, 5, 9, 11, 12, 15, 16) Manufacturing,*† activities unknown (1)
Services	Street work,† including begging† and street vending† (2-5, 9, 11, 12, 15, 17-19) Garbage scavenging† and recycling† (5, 9, 11, 12, 15-17, 20) Domestic work† (1-4, 7, 15)
Categorical Worst Forms of Child Labor‡	Forced domestic work* (2) Used in the production of child pornography* (9, 12) Commercial sexual exploitation sometimes as a result of human trafficking (6-10, 12, 18, 21)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)-(c) of ILO C. 182.

Uruguay

MODERATE ADVANCEMENT

The 2009 National Child Labor Survey found that 11.6 percent of children between ages 5 and 17 were engaged in some form of economic activity, and of these children, 8.5 percent were engaged in work considered to be hazardous. Children are more likely to work in rural areas, and children of Afro descent are more likely to be engaged in work, particularly hazardous work, than children of other ethnic groups in Uruguay.(1, 22, 23) Children from rural areas and Afro-descendant children are also subjected to discrimination in the education system and have high secondary school dropout rates.(15)







The Ministry of Social Development (MIDES) and the National Statistics Institute have estimated that approximately 20,000 children work with their parents in recycling activities derived from collecting and sorting garbage in the streets and at home.(17, 24) A March 2013 MIDES report revealed that children in 1,211 homes in Montevideo, where families sort garbage and recyclables, live in unsanitary and unhealthy conditions. More than 70 percent of these children live in chronic poverty.(5, 17)

Children are victims of commercial sexual exploitation, especially in tourist areas and near the borders of Uruguay with Argentina and Brazil. There are limited reports that minors engage in prostitution as a way to help provide income for their families.(2-4, 6) The Government identified the provinces of Canelones, Cerro Largo, Colonia, Lavalleja, Maldonado, Paysandú, Rio Negro, Rocha, San Jose, and Treinta y Tres, as well as the capital, Montevideo, as the primary areas of recruitment for trafficking in persons.(25)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Uruguay has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
 ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
 UN CRC Optional Protocol on Armed Conflict	✓
 UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 162 of the Code for Children and Adolescents; Article 7 of the Youth Employment Law (26, 27)
Minimum Age for Hazardous Work	Yes	18	Article 163 of the Code for Children and Adolescents; Article 93 of Decree No. 321/009; Article 7 of the Youth Employment Law (26-28)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section A, Articles 1–7 of Resolution 1012/006 (29)
Prohibition of Forced Labor	Yes		Article 15 of the Code for Children and Adolescents; Articles 7 and 53 of the Constitution; Articles 77–79 and 81 of the Migration Law; Article 6 of the Commercial or Non-Commercial Sexual Violence Committed Against Children Law (26, 30-32)
Prohibition of Child Trafficking	Yes		Article 15 of the Code for Children and Adolescents; Article 81 of the Migration Law; Article 6 of the Commercial or Non-Commercial Sexual Violence Committed Against Children Law (26, 31, 32)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 15 of the Code for Children and Adolescents; Article 81 of the Migration Law; Articles 1–6 of the Commercial or Non-Commercial Sexual Violence Committed Against Children Law; Articles 2, 26, and 30 of the Sex Work Law (26, 31-33)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Article 59 of the Narcotics Law (34, 35)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 4 of the Military Training Law (36)
Compulsory Education Age	Yes	17‡	Article 7 of the General Education Law (11, 37-39)
Free Public Education	Yes		Article 71 of the Constitution; Articles 15 and 16 of the General Education Law (30, 37)

* No conscription (40)

‡ Age calculated based on available information (11, 37-39)

In July 2015, the Ministry of Foreign Affairs signed a cooperative memorandum with the IOM to draft a comprehensive anti-human trafficking law.(41)

Uruguay's General Education Law establishes compulsory education for children from age 4 through secondary school. The Government of Uruguay has indicated that education is compulsory up to age 17, if the student does not fall behind.(11, 37, 39) Article 165 of the Code for Children and Adolescents allows the Institute for Adolescents and Children (INAU) to grant permission to children ages 13 to 15 to engage in light work. However, the Government of Uruguay has not specified what occupations constitute light work, or the hours and conditions in which this work can be undertaken.(20, 26) The Code for Children and Adolescents establishes a general prohibition against hazardous work for children under age 18, and Decree No. 321 identifies the agricultural sector as hazardous, prohibiting children under age 18 from working in this sector. Although Decree No. 321 establishes penalties for violations related to underage work in agriculture, research did not find information on penalties related to underage hazardous work outside the agricultural sector.(28, 29)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MTSS)	Monitor the overall enforcement of labor laws and compliance with labor regulations, and issue penalties for violations. Responsible for the legal protection of workers, including identifying locations and conditions in which child labor may occur.(5, 17, 42-44) Inspectors refer child labor cases to the Institute for Adolescents and Children (INAU).(11)
INAU	Lead government efforts to assist children in Uruguay, including those employed within the informal sector.(2, 45) Enforce and implement policies to prevent child labor and provide training on child labor issues.(44) Evaluate permit requests and grant work permits, ensuring that children under age 18 are not employed in hazardous work. Support child welfare and protection, and coordinate services for children found in child labor.(5, 17, 44, 46) Work with the MTSS and the National Insurance Bank to investigate child labor complaints, and with the Ministry of the Interior (MOI) to prosecute cases when legal violations are found.(47) The responsibilities of INAU's Department of Child Labor include (1) preventing and monitoring the participation of minors in work activities that might adversely affect welfare and development; (2) monitoring work conditions and environment, as well as legislation on minors; (3) investigating all accidents and complaints of irregularities at the national level; and (4) proposing amendments and regulations of current legislation regarding child labor.(48)
MOI	Investigate all organized crimes, including child trafficking, commercial sexual exploitation of children, and the use of children in narcotics operations. Gather evidence for a judge to make a ruling.(3, 21, 47) Children identified as victims of the worst forms of child labor through MOI investigations can be placed under the protection or custody of INAU.(3)
Specialized Court for Organized Crime	Mandate police investigations for cases related to organized crime. Operated by two judges in Montevideo and two public prosecutors.(3, 21, 49-51)

Uruguay

MODERATE ADVANCEMENT

Labor Law Enforcement

In 2015, labor law enforcement agencies in Uruguay took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	\$358,000,000 (11)	Unknown (11)
Number of Labor Inspectors	160 (20)	150 (11)
Number of Child Labor Dedicated Inspectors	10 (20)	7 (11)
Inspectorate Authorized to Assess Penalties	Yes (20)	Yes (11)
Training for Labor Inspectors		
■ Initial Training for New Employees	No (11)	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	No (11)	Unknown
Number of Labor Inspections	20,063 (52)	17,102 (52)
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown* (11)	Unknown* (11)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (11)	Unknown* (11)
■ Number of Penalties Imposed That Were Collected	Unknown* (11)	Unknown* (11)
Routine Inspections Conducted	Yes (53)	Yes (11)
■ Routine Inspections Targeted	Yes (53)	Yes (11)
Unannounced Inspections Permitted	Yes (20)	Yes (11)
Unannounced Inspections Conducted	Yes (11)	Yes (11)
Complaint Mechanism Exists	Yes (11)	Yes (11)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (11)	Yes (11)

*The Government does not make this information publicly available.

Information regarding 2015 funding levels and training for the labor inspectorate will be released in 2016. The Government does not collect annual statistics related to the number of child labor violations, penalties, investigations, prosecutions, or convictions due to their low incidence.⁽¹¹⁾ The Ministry of Labor and Social Security classifies hotline complaints under child labor only if the phrase “child labor” is specifically mentioned, which may result in underreporting of child labor cases.⁽³⁾

The high number of inspections that each inspector conducts may compromise the effectiveness of the inspections. In addition, INAU conducts the majority of its inspections in Montevideo, the capital, despite evidence from the National Child Labor Survey indicating that most child labor occurs in rural areas.^(3, 11, 17, 53)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Uruguay took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	No (11)	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	No (11)	Yes (41)
Number of Investigations	Unknown* (20)	Unknown* (11)
Number of Violations Found	Unknown* (20)	Unknown* (11)
Number of Prosecutions Initiated	5 (41)	16 (41)
Number of Convictions	Unknown* (20)	Unknown* (11)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (11)	Yes (11)

*The Government does not make this information publicly available.

Cases of commercial sexual exploitation of children are not investigated and prosecuted effectively in Uruguay.(15) In 2015, the Ministry of the Interior updated operational plans and drafted protocols for specialized police units to address human trafficking and commercial sexual exploitation of children. During the reporting period, the Government also published and distributed a resource guide for police and investigators on responding to cases of human trafficking and commercial sexual exploitation of children.(41)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Committee for the Eradication of Child Labor (CETI)	Coordinate efforts between law enforcement bureaus and NGOs to develop a plan of action for child laborers and their families.(45) Led by the MTSS and INAU, chaired by the Inspector General, and coordinated by the Sub-Inspector General of the MTSS. Composed of government agencies, industry representatives, labor groups, and NGOs; meets every 2 weeks.(2, 17, 54, 55)
National Committee for the Eradication of Sexual Exploitation of Children and Adolescents (CONAPEES)	Implement actions to combat the sexual exploitation of children and adolescents.(2, 3) Develop public policies and a national plan of action on the commercial sexual exploitation of children and adolescents, taking into account Uruguay's existing norms and international commitments. Led by INAU and composed of representatives from several government agencies, NGOs, and UNICEF.(54)
Interagency Committee to Prevent and Fight Human Trafficking	Coordinate Uruguay's anti-human trafficking efforts. Chaired by the Ministry of Social Development (MIDES).(2, 3, 41) In May 2015, the Ministry of Foreign Affairs and MOI sponsored a conference for 60 officials from both agencies to exchange experiences and discuss how to integrate their response to human trafficking and the commercial sexual exploitation of children. In August 2015, began working with a consultant to draft the new anti-human trafficking law.(41)

In 2015, increased coordination between the Ministry of Labor and Social Security and INAU resulted in systematic information sharing, including interconnected databases.(11)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Uruguay has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Plan to Combat Child Labor (2010–2015)	Includes a range of programs intended to affect child labor. Major focus areas include social and labor inclusion, citizen participation, social and educational inclusion, awareness raising, and programs giving special benefits to youth and populations at risk.(11, 20) Implemented by MIDES.(11)
MERCOSUR Social Labor Declaration of 2015†	Aims to promote decent work and sustainable development in the five member states of MERCOSUR, in part through commitments to uphold core labor standards, including the elimination of forced labor, the prevention and elimination of child labor, and the protection of adolescent work. Signed in Brasilia, Brazil in July 2015.(56, 57)
MERCOSUR United Against Child Labor Campaign	Develops public awareness about the need to combat child labor in MERCOSUR. Addresses child labor in agriculture, domestic work, and sexual exploitation, with particular emphasis on communities along country borders.(58)
MERCOSUR Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding child labor, including child trafficking and the commercial sexual exploitation of children, and migrant labor by harmonizing country legal frameworks with international conventions affecting children and by exchanging best practices.(59)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR	Promotes greater articulation among governmental agencies, levels of government, and civil society for MERCOSUR members.(60)
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Aims to increase regional cooperation on eradicating child labor by 2020 through signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Uruguay at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(61, 62)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Uruguay participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(63, 64) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(63, 65)
National Action Plan to End Child Labor in Garbage Scavenging	Seeks to combat child labor in garbage dumps through specific projects that involve education, health care, housing, and law enforcement agencies. Launched by CETI and implemented by government agencies, including the MTSS and MIDES.(5, 17) CETI members are finalizing a draft protocol of action for the detection and assistance of child laborers in garbage collection. In 2014, the plan was expanded to study child labor in rural areas to eliminate the worst forms of child labor in agriculture.(20)
CONAPEES National Plan for the Eradication of Commercial and Non-Commercial Child and Adolescent Exploitation	Works to eliminate the commercial sexual exploitation of children. Focuses on goals that include strengthening victims' rights, improving protection measures for victims and witnesses, keeping children in school, reintegrating children who had previously left school, and developing alternative income strategies for families.(2, 3)
Presidential Decree: Commercial Sexual Exploitation of Children and Adolescents: Obligations of Tourism Operators	Requires tourism operators to raise awareness, take preventive actions, and report incidents of commercial sexual exploitation of children to the Ministry of Tourism and CONAPEES.(25, 66)
National Strategy for Childhood and Adolescence (2010–2030)*	Identifies goals to be achieved by 2030. Developed by government agencies, political parties, civil society, and private-sector organizations; recognized as a roadmap for policies on children.(2, 67)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, members of the Anti-Trafficking Interagency Committee drafted an action plan for Ministry of the Interior officers. The plan is currently under ministerial level review.(41, 68)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Uruguay funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Pro-Child (<i>Pro-Niño</i>)†	Program implemented by Telefónica Foundation focused on prevention and eradication of child labor. Established in 2000; has more than 10,000 active youth participants nationwide.(2, 69)
MIDES Youth Affairs Bureau Programs†	MIDES Youth Affairs Bureau implements three programs intended to help eliminate the worst forms of child labor: (1) Participation, Citizenship, and Culture; (2) Education and Educational Integration; and (3) Training and Work.(20)
Regional Project to End Child Labor in Latin America (2011–2015)	\$4.5 million Government of Spain-funded, 3-year project implemented by ILO-IPEC to combat child labor.(70)
Uruguay, a country of good treatment (2014–2015)	Ministry of Tourism and NGO Claves joint awareness-raising campaign to eliminate commercial sexual exploitation of children and educate on the rights of children and adolescents, while promoting their protection in tourist areas.(71)
Southern Child Initiative/ MERCOSUR (<i>Niñ@ Sur</i>)	MERCOSUR initiative that includes public campaigns against child labor, including child trafficking and the commercial sexual exploitation of children; mutual technical assistance in raising domestic legal frameworks to international standards on those issues; and the exchange of best practices related to victim protection and assistance.(72, 73)
Regional Action Group for the Americas (<i>Grupo de Acción Regional para las Américas</i>)	Regional program that conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(72, 74)
National Plan of Equality†	Institute for Social Security program that mandates that beneficiaries have their children attend school and receive medical services. Established the Family Allocations Program, a conditional cash transfer program to reduce national poverty levels and assist working families with their children, as well as families in need.(75–77)

† Program is funded by the Government of Uruguay.

Although the Government of Uruguay has adopted plans to address child labor in garbage scavenging, agriculture, and commercial sexual exploitation, research did not find evidence of any existing or planned social programs to assist working children in these or other sectors.(17, 20) In particular, there are insufficient programs and services available to assist child victims of commercial sexual exploitation.(10) In 2015, the Government continued to fund social programs to eliminate poverty and increase social inclusion to eliminate child labor, however, the scope of these programs is insufficient to fully address the extent of the problem.(20)

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Uruguay (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the laws governing light work identify the activities that children between ages 13 and 15 can undertake, and regulate the hours and conditions permissible for light work to ensure that children are not exposed to hazardous labor.	2012 – 2015
	Ensure there are legal penalties for violations related to all hazardous occupations prohibited for children.	2010 – 2015
Enforcement	Make publicly available information on the labor inspectorate's funding, the training system for labor inspectors, the number of labor inspections conducted at worksites and by desk review, and the number of child labor violations found and for which penalties were imposed and collected.	2015
	Institute systematic recordkeeping of child labor cases.	2009 – 2015
	Provide MTSS hotline operators with more comprehensive guidelines to allow proper classification of calls regarding child labor.	2011 – 2015
	Employ sufficient labor inspectors who are responsible for enforcing laws related to child labor to provide adequate coverage of the workforce without compromising the quality of inspections.	2013 – 2015
	Increase the number of inspections in rural areas where child labor violations are likely to occur.	2011 – 2015
	Make publicly available information on the training system for criminal investigators as well as the number of investigations, violations, prosecutions, and convictions related to the worst forms of child labor.	2013 – 2015
	Strengthen government capacity to identify, investigate, and prosecute cases of commercial sexual exploitation of children.	2015
Government Policies	Integrate child labor prevention and elimination strategies into the National Strategy for Childhood and Adolescence.	2014 – 2015
Social Programs	Conduct research to determine the nature of activities carried out by children working with livestock, in fishing, and in manufacturing to inform policies and programs.	2013 – 2015
	Implement programs to eliminate discrimination in the education system and promote secondary school completion for children from rural areas and Afro-descendant children.	2015
	Implement programs to provide assistance to child laborers, including those engaged in agricultural work, garbage scavenging, and commercial sexual exploitation.	2010 – 2015

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Uzbekistan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

In 2015, Uzbekistan made efforts to eliminate the worst forms of child labor, but was also complicit in the use of forced child labor. While the Government participated in an ILO-led Third Party Monitoring exercise that covered ten regions of Uzbekistan, conducted its own Coordination Council-led monitoring of the remaining regions, and carried out a national campaign to raise awareness of the prohibition on forced child labor in the cotton harvest, Uzbekistan is receiving an assessment of no advancement because some local officials continued to mobilize children to pick cotton in multiple regions of the country, including children studying at colleges in numerous districts of the Jizzakh and Khorezm regions. The Government also

maintained policies in the cotton sector that mandate regional harvest quotas and set crop prices at levels that create incentives for local administrators to forcibly mobilize labor, creating an ongoing risk of forced child labor. Children in Uzbekistan are engaged in harvesting cotton and cultivating silk cocoons. There is an overall lack of current data on child labor in Uzbekistan and existing social programs are insufficient to fully address the extent of the known child labor problem. The Feedback Mechanism for reporting labor violations in the cotton harvest did not become operational until mid-way through the harvest and was sometimes inaccessible to callers, indicating flaws in the system for receiving and processing child labor complaints. In addition, members of civil society who attempted to conduct independent monitoring of child labor in the cotton harvest reported experiencing surveillance, intimidation, and detention by the local government authorities.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

There is a lack of current data on child labor in Uzbekistan. To date, the Government has not conducted a national survey on child labor. However, while evidence from independent sources shows that progress was made towards eliminating forced child labor in the 2015 cotton harvest, some local officials continued to mobilize children to pick cotton, in contravention of the national government's official prohibition.(1-10) Table 1 provides key indicators on children's work and education in Uzbekistan.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	4.3 (244,095)
Attending School (%)	5-14 yrs.	84.1
Combining Work and School (%)	7-14 yrs.	5.0
Primary Completion Rate (%)		95.7

Source for primary completion rate: Data from 2011, published by UNESCO Institute for Statistics, 2015.(11)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Multiple Indicator Cluster Survey 3, 2006.(12)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivating* and harvesting cotton† (1-10, 13-23)
	Cultivating silk cocoons* (16, 24-26)
Services	Street vending and street begging* (21, 27, 28)
	Collecting scrap metal* (10, 29-32)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation sometimes as a result of human trafficking* (22, 33)
	Forced labor in cultivating* and harvesting cotton (1, 2, 4-10, 15-17, 21, 22, 34-40)
	Forced labor in collecting scrap metal* (10, 29-32)
	Forced labor in cultivation of silk cocoons* (16, 24-26)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.

Reports of the forced mobilization of children continued in the cotton sector in 2015, although occurrences were less numerous and confined to a smaller geographic area compared with the previous year. While monitoring exercises conducted by the ILO and the Coordination Council on Child Labor Issues (Coordination Council) did not find widespread evidence of forced child labor, multiple reports from credible, independent sources documented the mobilization of children by local government officials in more than an isolated incident.

In 2015, neither the ILO-led Third Party Monitoring (TPM) nor the Coordination Council-led monitoring found evidence of a systematic use of child labor for the cotton harvest.(41, 42) While a few children were found in the fields by TPM and Coordination Council monitors, these children did not appear to have been forcibly mobilized. However, there were indications that the TPM and Coordination Council did not identify the full scope of child labor violations that occurred.(41, 42) The TPM report states that monitors were unable to verify the ages of an unknown number of young people, presumed to be children, who ran away before monitors could verify their ages.(42) There were also reports that the presence of government officials on each monitoring team prevented them from speaking candidly about labor violations.(10, 42) TPM visits were unannounced and the location of each monitoring visit was intended to be known only by the ILO representative leading each monitoring team. However, reports that students, teachers, and medical workers participating in the harvest were moved from field to field to avoid ILO monitors and that cotton pickers were coached on how to respond to questions from monitors suggest that local officials may have known about monitoring visits in advance.(10, 42) In addition, while independent observers of the harvest confirm that there was no evidence of a centrally-coordinated, forced mobilization of children in 2015, observers identified a number of mobilizations of children for the harvest by local government officials, which were not captured by the TPM or Coordination Council monitoring.(5, 6, 10, 23, 43, 44)

As it has done since 2009, the Uzbek-German Forum for Human Rights coordinated efforts by 22 local human rights advocates, farmers, teachers, and other community members to observe and report on labor practices across six cotton-growing regions.(10) Both Uzbek-German Forum-affiliated monitors and other independent observers reported on multiple incidents of local government officials mobilizing children for cotton harvesting and cultivation. Regional government officials in Jizzakh reportedly mobilized students ages 16 to 17 from seven districts, and students ages 15 to 17 from rural areas throughout the region, to harvest cotton.(8, 10, 23) One school in the Jizzakh region reportedly also mobilized students ages 14 to 16 to weed cotton fields at the direction of district government officials.(7) In the Khorezm region, students ages 15 to 17 were reportedly mobilized to pick cotton and were required to sign a statement that they were participating voluntarily.(8, 23) In the Kashkadarya region, officials from at least one school and one college reportedly mobilized students ages 15-17.(45) In the Andijan region, officials at one elementary school reportedly mobilized all students, ages 6 to 14, although parents were able to take the place of younger students.(45) In the Bukhara region, students ages 16 to 17 were reportedly required to sign statements verifying their willingness to voluntarily participate in the cotton harvest, although it is unclear if these children were mobilized.(4) In addition, an unknown number of 17-year-old students were included in class-wide mobilizations of third-course college and lyceum students, a majority of whom are 18.(9)

The Uzbek-German Forum also reported an unprecedented level of harassment of independent monitors during the reporting period.(10) Credible sources have documented that at least four human rights advocates attempting to monitor the 2015 harvest were hampered by intimidation, harassment, detention, and arrest by authorities, as well as physical violence and damage to personal property.(6, 8, 10, 46-48)

The TPM found a high risk of forced labor in the 2015 harvest and noted in its monitoring report that forced labor is more widespread than the monitoring process alone suggests.(42) As in 2014, sources reported that the lack of systematic mobilization of

Uzbekistan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

children in the 2015 harvest was offset by compulsory mobilization of adult labor, especially healthcare workers, teachers, and adult students.(10, 49, 50)

Despite the widespread mobilization of teachers, sources indicate that for the majority of the harvest period, most local administrators kept primary schools (for students ages 6 to 15) open, although in many cases the mobilization of teachers disrupted class schedules.(6, 9, 10, 42) Due to the mobilization of teachers, many children under 15 experienced shorter school days, larger class sizes, and occasional days of canceled classes. The TPM reported that some colleges were closed for the harvest, leaving children ages 15 to 17 without access to education during these closures.(10, 42, 45) This negatively impacted the quality of education for children studying at these institutions and left children who were not in school more vulnerable to participation in the cotton harvest.




Limited evidence suggests that children in Uzbekistan are also involved in the cultivation of silk cocoons, the protective casing silkworms spin around themselves before undergoing metamorphosis, which is processed to produce silk thread. The Government imposes a silk cocoon production quota on farmers, who face fines or the loss of their farming land and intimidation by local authorities if they do not meet the quota or do not agree to cultivate silk cocoons.(16, 24, 26) Because some adults are reportedly unable to meet mandatory silk cocoon quotas without the participation of their children, these government policies contribute to forced child labor in silk cocoon cultivation.(16, 24-26) Because silkworms are cultivated in May, the month of final exams in the Uzbek school system, this work reportedly disrupts some children's school attendance.(24) Due to the intensive care required to cultivate silkworms, the work also requires some children to work late at night and early in the morning.(16, 24, 25)

Additionally, there were reports in 2015 that children in at least two regions of Uzbekistan were required to collect and submit a quota of scrap metal determined by the school, or to submit an equivalent monetary payment, in order to continue attending classes.(29-32) Sources report children often did not attend school while gathering scrap metal to meet quotas set between 33 and 110 pounds.(31, 32)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Uzbekistan has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 77 of the Labor Code; Article 20 of the Law on the Guarantees of the Rights of the Child; Article 49-1 of the Administrative Code (51-54)
Minimum Age for Hazardous Work	Yes	18	Articles 241 and 245 of the Labor Code (53)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Hazardous Occupations or Activities for Children	Yes		Decree on Adoption of the List of Occupations with Unfavorable Working Conditions to Which It Is Forbidden to Employ Persons Under Eighteen Years of Age; Decree on Approval of Provision on Requirements on Prohibition of Use of Minors' Labor (55, 56)
Prohibition of Forced Labor	Yes		Article 37 of the Constitution; Article 7 of the Labor Code; Article 51 of the Administrative Code; Articles 135 and 138 of the Criminal Code (52-54, 57-60)
Prohibition of Child Trafficking	Yes		Article 14 of the Law on Guarantees of the Rights of the Child; Article 135 of the Criminal Code (52, 60)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 10 of the Law on Guarantees of the Rights of the Child; Articles 130 and 135 of the Criminal Code (52, 60)
Prohibition of Using Children in Illicit Activities	Yes		Article 10 of the Law on Guarantees of the Rights of the Child; Articles 127, 270, 273, and 276 of the Criminal Code (52, 60)
Minimum Age for Compulsory Military Recruitment	Yes	18	Articles 4 and 46 of the Law on Universal Military Service (61, 62)
Minimum Age for Voluntary Military Service	Yes	18	Article 24 of the Law on Universal Military Service (62)
Compulsory Education Age	Yes	18‡	Article 3 of the Law on Education (63)
Free Public Education	Yes		Article 4 of the Law on Education; Article 41 of the Constitution (57, 63)

‡ Age calculated based on available information (63)

While the Law on Guarantees of the Rights of the Child requires that the State protect children from involvement in prostitution, the law does not criminally prohibit the use, procurement, or offering of children in prostitution or benefiting from a transaction involving the prostitution of a child.(52, 54, 60) In addition, although the production and distribution of child pornography are criminally prohibited, laws related to commercial sexual exploitation of children are not adequate, as possession of child pornography is not criminally prohibited.(60)

The Law on Education makes education compulsory for 12 years, beginning at age 6 or 7. As a result, children typically finish compulsory education at age 18.(63)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Protection (Ministry of Labor)	Conduct labor inspections, including inspections for compliance with child labor laws.(64)
Ministry of Interior Office for Combating Trafficking	Investigate crimes related to child trafficking, which may then be prosecuted by the Prosecutor General's Office.(65)
Prosecutor General's Office	Prosecute criminal violations involving the worst forms of child labor, including human trafficking, forced labor, and commercial sexual exploitation.(65)
Ministry of Public Education, Ministry of Higher and Secondary Special Education, and Center for Secondary and Vocational Education	Monitor elementary through secondary school students to prevent forced child labor, including in cotton. Monitor employment of all graduates of all educational institutions for two years after graduation.(66, 67)
Women's Committee of Uzbekistan	Monitor school attendance through the academic year, especially during the cotton harvest. A total of 14 regional and 194 district branches of the Women's Committee are involved in monitoring school attendance.(66)

Uzbekistan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Labor and Social Protection Human Trafficking Hotlines	Receive reports of incidents of human trafficking and refer reports to the relevant agencies.(68)
Feedback Mechanism*	Raise awareness about the Government's efforts to enforce labor laws and receive complaints on the violation of worker rights and labor laws via two telephone hotlines – one Ministry of Labor hotline, which refers cases to the Labor Inspectorate and the Prosecutor General's Office, and one Federation of Trade Unions hotline, which focuses on mediation of individual worker rights complaints.(9) Established by the Coordination Council as part of World Bank efforts to prevent the use of child and forced labor in World Bank project areas.(9)

* Agency responsible for child labor enforcement was created during the reporting period.

Labor Law Enforcement

In 2015, labor law enforcement agencies in Uzbekistan took action to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (67)	Unknown (9)
Number of Labor Inspectors	300 (67)	439 (69)
Inspectorate Authorized to Assess Penalties	Yes (69)	Yes (69)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (67)	Yes (69)
Number of Labor Inspections	Unknown (67)	Unknown (9)
■ Number Conducted at Worksite	Unknown (67)	Unknown (9)
■ Number Conducted by Desk Reviews	Unknown (67)	Unknown (9)
Number of Child Labor Violations Found	49 (67)	Unknown (9)
Number of Child Labor Violations for Which Penalties Were Imposed	19 (67)	7 (70)
■ Number of Penalties Imposed That Were Collected	Unknown (67)	Unknown
Routine Inspections Conducted	Yes (67)	Yes (9)
■ Routine Inspections Targeted	Yes (67)	Yes (9)
Unannounced Inspections Permitted	Yes (9)	Yes (9)
Unannounced Inspections Conducted	Yes (9)	Yes (9)
Complaint Mechanism Exists	Yes (9)	Yes (9)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (9)	Yes (9)

During the reporting period, the Government-supported Coordination Council conducted monitoring during the fall cotton harvest in the three provinces not subject to the ILO-led Third Party Monitoring (TPM) exercise. The ILO played a supporting role in the Coordination Council monitoring in 2015 by training monitors and advising on the methodology for monitoring.(71)

From September 14 to October 31, the remaining 10 of Uzbekistan's 13 provinces were covered by the-ILO-led TPM exercise for child labor and forced labor. The TPM was established in 2015 to monitor for child labor and assess the risk of forced labor in the cotton harvest in regions housing current World Bank projects.(42) The monitoring exercise included 10 monitoring teams, each consisting of 6 members. Each team included representatives from the ILO, the Ministry of Labor and Social Policy (MLSP), the Federation of Trade Unions, the Chamber of Commerce, the Women's Committee, and a government-accredited NGO.(42) Monitors conducted 1,100 site visits and 9,620 interviews, and identified seven children who were working in the cotton fields during the harvest in violation of Uzbekistan's labor laws.(42) Monitors did not identify any cases in which an entire school class was mobilized.(42)

Differences previously noted between monitoring results reported by the TPM and reporting by independent observers indicate that the current monitoring and enforcement does not sufficiently investigate, identify, and punish the range of reported violations. Among the reported violations not addressed by the TPM are the mobilization of entire classes of schoolchildren, the potential

involvement of local or regional government authorities in such mobilization, and the use of children in weeding cotton fields, which takes place outside of the TPM time frame.(1, 7, 8)

In 2015, the Coordination Council established a Feedback Mechanism in cooperation with the MLSP and the Federation of Trade Unions, as part of the World Bank requirements to monitor for the use of child and forced labor in World Bank project areas. Under the auspices of the Feedback Mechanism, the Federation of Trade Unions and the MSLP each set up its own hotline to receive complaints.(42) The Coordination Council reported that the Feedback Mechanism received 207 complaints, close to 20 of which were related to the mobilization of children for the harvest.(72, 73) The Government did not confirm forced mobilization of children in any of these cases, but did subject two brigade leaders to administrative penalties for allowing children to participate in the harvest in their free time.(72, 73)

According to the ILO TPM report, the use of the Feedback Mechanism was low during the harvest, in part due to a lack of public awareness of the mechanism, as well as fear of reprisals for reporting a complaint among individuals who were aware of the mechanism's availability.(10, 42) Several individuals who provided information to the hotlines reported receiving pay cuts and facing intimidation as a result of making a complaint.(9) During the reporting period, Feedback Mechanism hotline numbers were displayed on materials distributed to raise awareness about the bans on child labor and forced labor.(9, 42) However, the Federation of Trade Unions maintained a number of pre-existing regional hotlines, in some cases causing confusion about which number complainants should call. Some individuals reported calling the central hotline, being referred to a regional hotline number, and then receiving no response when calling the regional hotline.(23) In addition, the Feedback Mechanism hotlines only became operational midway through the harvest and the MLSP hotline had limited hours of operation.(9)

In addition, according to the ILO's recommendation of one inspector for every 20,000 workers in transitioning economies, Uzbekistan's labor inspectorate should employ roughly 880 inspectors in order to adequately enforce labor laws throughout the country.(74-76)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Uzbekistan took actions to combat child labor, including its worst forms (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (67)	Yes (67)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Yes (67)	Yes (70)
Number of Investigations	Unknown (67)	Unknown
Number of Violations Found	Unknown (67)	54 (70)
Number of Prosecutions Initiated	Unknown (67)	Unknown
Number of Convictions	Unknown (67)	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (67)	Yes (9)

In 2015, the Ministry of Interior investigated 696 human trafficking cases, prosecuted 344 criminal cases involving 496 trafficking victims, and issued convictions related to 320 cases of human trafficking. However, the Government did not provide disaggregated data on how many of these cases involved child victims.(70)

During the reporting period, the National Interagency Commission to Combat Trafficking in Persons conducted training on identification of trafficking victims for law enforcement officials in cooperation with the OSCE. The OSCE also provided funding for a training on interagency cooperation on combatting trafficking among law enforcement and transportation officials.(70)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Uzbekistan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Coordination Council on Child Labor Issues (Coordination Council)	Coordinate efforts to address child labor issues, including monitoring of the cotton harvest.(13, 77) Comprised of representatives from the Federation of Trade Unions (which serves as its Chair); the Chamber of Commerce and Industry; the Ministries of Labor and Social Protection, Public Education, Foreign Affairs, Health, and Interior; the Employer's Union; the Women's Committee; the Center for Human Rights; the Board for Secondary and Vocational Education; and NGOs.(13, 67, 77) In 2015, the Coordination Council led child labor monitoring activities in three provinces, assisted in creating after-school activities to keep children out of the fields during the cotton harvest, and collaborated with the ILO on the implementation of the Decent Work Country Program.(9)
Interagency Working Group	Coordinate efforts to address labor rights issues, including child labor.(64, 78, 79) Report to the ILO on the Government's implementation of ratified conventions, and its efforts to prevent forced labor and protect working minors. Headed by the Ministry of Labor and Social Protection.(78-81)
National Interagency Commission to Combat Trafficking in Persons	Oversee efforts to combat trafficking, including by improving interagency cooperation, raising public awareness, and drafting legislation.(70) Chaired by the Prosecutor General and includes representatives from other government entities, such as the Ministries of Labor and Social Protection, Interior, and Foreign Affairs, and the State Customs Committee.(65) In 2015, the Commission developed a handbook on human trafficking to help teachers provide students information on seeking safe and legal employment abroad.(70)
Local interagency committees	Monitor human trafficking at the provincial, regional, and municipal levels.(65)

Despite the existence of the Coordination Council, national prohibitions on child labor continued to be implemented inconsistently at the local level. This suggests the need for improved coordination between the national, regional, and district governments to ensure that local governments are both aware of and committed to implementing the laws and policies prohibiting child labor in cotton production and other sectors.(1-10, 13-22)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Uzbekistan has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Memorandum of Understanding Between the International Labor Organization and the Republic of Uzbekistan (2014–2016)	Establishes terms of agreement between the ILO and the Government on cooperation to implement a Decent Work Country Program in Uzbekistan from 2014-2016.(82) This agreement represents an important step toward implementation of recommendations of the ILO supervisory bodies, including utilizing ILO technical assistance and continuing to work with the ILO or other credible third parties to observe cotton harvests.(34, 83)
National Action Plan for the Application of ILO Conventions	Establishes a framework for implementing ILO Conventions 138 and 182 by coordinating the activities of ministries, departments and local government authorities. Also aims to strengthen cooperation with international and voluntary organizations on child labor.(9) Included a goal of updating the prohibitions of hazardous occupations for children in 2015, however an updated list had not been completed by the end of the reporting period.(84)
Resolution of the Cabinet of Ministers No. 132 on Additional Measures to Ensure the Implementation of ILO Conventions (2014–2016)	Establishes actions and efforts to be taken to address the worst forms of child labor and forced labor. Outlines additional activities to be implemented in 2014 –2016 in response to ILO convention requirements, including awareness-raising, monitoring of the cotton harvest, legal reform, data collection, and activities on the worst forms of child labor targeting government ministries, international organizations, students, trade unions, and employers.(85) Ministry of Labor and Social Protection is charged with implementation.(67)
Plan of Measures regarding preparatory works aimed at provision of free hiring of pickers by farming enterprises through labor market facilities and non-admission of cases of child labor and forced labor during the cotton season (2015)†	Establishes a system for identifying and hiring unemployed individuals and other workers who may be interested in joining the harvest voluntarily and prohibits the engagement of teachers and healthcare workers. Prescribes an awareness-raising campaign to place other promotional materials explaining the prohibition of forced and child labor in health facilities, educational institutions, and government workplaces.(42, 86) Includes provisions for training of brigade leaders to improve pickers' awareness of ILO conventions and national legislation on working conditions in the cotton harvest. Encourages the recruitment of students over 18, and requires student lists be broken down by age to identify students over 18 who can legally be involved in cotton picking. Also requires the development of standing committees at the district level to systematically monitor students' school attendance, and of a text message notification system to track school attendance.(42, 86)

Table 9. Policies Related to Child Labor (cont)

Policy	Description
Action Plan on Improving Working Conditions, Employment, and Social Protection of Workers in Agriculture (2016–2018)†	Demonstrates the Government's commitment to increased mechanization of agriculture; improving conditions for hiring of workers in agriculture; strengthening the Feedback Mechanism and national monitoring to prevent child and forced labor; increasing provision of information and guidance in order to advance decent work; and social protection of workers in agriculture.(42, 87)
Cabinet of Ministers Order 909F†	Outlines steps to ensure decent working conditions in Uzbekistan, including by preventing child and forced labor. The order lays out the Government's intentions to improve monitoring and feedback mechanisms, as well as to continue working with the ILO and World Bank to develop informational materials and conduct public awareness campaigns about child and forced labor.(9)
National Plan of Action Against Trafficking in Persons (2015–2016)†	Includes activities to conduct public awareness-raising; assist and protect victims; and strengthen the capacity of government agencies and NGOs working on trafficking issues.(70) In 2015, over 83,000 awareness-raising activities were conducted under the auspices of the plan, and close to 3,000 banners were displayed in transportation areas.(70, 88)
Education Sector Plan (2013–2017)*	Defines a 5-year development strategy for the education sector and aims to ensure equal opportunities and quality education for all.(89)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

In 2015, the national Government maintained cotton production policies that mandate harvest quotas and set crop prices at levels that offer strong incentives for local administrators to mobilize forced labor, which creates an ongoing risk that children may be mobilized.(9, 42, 47)

Several positive efforts were taken during the reporting period based on the Plan of Measures adopted in July 2015. In cooperation with the World Bank, almost 53,000 posters and over 700 large banners were distributed throughout the country to raise awareness about national prohibitions on child and forced labor.(70) Regional governors, district and local-level officials, agency heads, and farmers received training on ILO Conventions.(70) The text message notification system to track school attendance was put in place in 10,000 elementary schools and 1,500 secondary schools in Tashkent and Namangan regions.(90) However, prohibitions on the mobilization of teachers for the cotton harvest included in the Plan of Measures were not enforced, which negatively impacted the quality of education and increased the vulnerability of children to participation in the cotton harvest.(10, 42, 45)

The Plan of Measures also required the maintenance of attendance registers for students and teachers, as well as lists of the ages of cotton pickers. Evidence indicates that this documentation was not always available or complete.(42)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Uzbekistan funded and participated in programs that included the goal of eliminating or preventing child labor, including its worst forms. The Government has other programs that may have an impact on child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
After-School Programming	Ministry of Public Education-implemented program during the cotton harvest to provide extracurricular sports and hobbies for students in order to prevent child labor.(9, 77)
Support for the Decent Work Country Program in Uzbekistan	USDOL-funded \$6 million project awarded in December 2014 to the ILO to enhance the capacity of the Government and workers' and employers' representatives to prevent and reduce child and forced labor, and to promote decent work in Uzbekistan.(77, 91) In 2015 the project provided training and technical assistance to the Coordination Council monitors.(71)
Global Partnership for Education	Multilateral initiative to coordinate the efforts of developing countries, donors, international organizations, teachers, NGOs, and the private sector to secure universal access to quality education in developing countries.(92, 93) In 2014, the Partnership endorsed the Government's Education Sector Plan and awarded a \$50 million grant to Uzbekistan for its implementation in coordination with UNICEF and the World Bank. The program will promote child literacy and math skills; develop teachers' classroom skills; expand access to quality early childhood care and education in rural areas; raise the quality of secondary education; and increase the capacity of the Ministry of Public Education to monitor the education system.(92)

Uzbekistan

NO ADVANCEMENT – EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR

Table 10. Social Programs to Address Child Labor (cont)

Program	Description
School Assistance†	Ministry of Public Education program that provides winter clothes and other educational resources to needy families to support their school attendance.(9, 94)
Family Support Assistance†	Government of Uzbekistan program that provides an allowance to low-income families to be paid if their children continue their education up to age 18.(9, 94)
Child Protection Assistance	UNICEF program that engages with the Government of Uzbekistan to support the development of a national child protection system that will prevent and respond to children who are at risk of or have been subject to child abuse, exploitation, and violence.(95)
Child Rights Monitoring	UNICEF program that partners with local and regional governments, NGOs, and civil service training institutions to strengthen Uzbekistan's application and monitoring of obligations under the UN CRC.(96)
National Rehabilitation Center†	MLSP-operated shelter for trafficking victims that provides victims with medical, psychological, legal, and vocational training.(70, 97) In 2015, the Government allocated approximately \$156,000 to the Center.(70)
Awareness Raising of Labor Rights†	Effort undertaken in collaboration with the World Bank and the ILO to develop and disseminate posters and banners publicizing the government's prohibition of child labor in the cotton harvest, as well as to conduct seminars on the implementation of ILO Convention 182. In 2015, sources reported that awareness-raising materials were not distributed until the third week of the harvest or later.(9)
Human Trafficking is a Modern Issue†	National Interagency Commission to Combat Trafficking in Persons-led program, which carried out more than 61,500 awareness-raising activities that reached 4.1 million citizens, including 1 million children.(70, 88)
Cotton Harvesters†	Government program that rents harvesting machines to farmers to help reduce the need for human cotton pickers.(66, 67) Observers noted a limited number of harvesters were in use during the 2015 harvest.(9)

† Program is funded by the Government of Uzbekistan.

Although the Government has implemented programs to combat child labor in the cotton harvest and to address human trafficking, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Uzbekistan (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Strengthen protections against the commercial sexual exploitation of children by criminally prohibiting the possession of child pornography, and use, procurement, offering, and benefitting from the sexual exploitation of a child for prostitution.	2015
Enforcement	Allow independent observers unrestricted access to monitor child labor during the cotton harvest through unannounced site visits, and punish officials who threaten or detain observers in order to suppress information about labor violations.	2014 – 2015
	Make information on the Labor Inspectorate funding, training for inspectors, number and quality of inspections conducted, number of child labor violations found, and number of penalties collected publicly available.	2015
	Ensure that the Feedback Mechanism and other mechanisms for receiving child labor complaints are operational and consistently answered year round, including for the full duration of the cotton harvest; are well-publicized and accessible to the public; have clear instructions about which hotline is appropriate to call; and do not carry any risk of penalty for individuals who make use of these mechanisms.	2015
	Increase the number of labor inspectors responsible for enforcing laws related to child labor in order to provide adequate coverage of the workforce.	2015
	Target labor and criminal inspections, including unannounced inspections, in areas where hazardous child labor is known to occur, especially in the cotton sector.	2011 – 2015
	Establish a comprehensive cotton harvest monitoring and enforcement system that investigates worker complaints and third-party reports of school closings and mobilization of children under age 18 to work in the cotton harvest or other forms of child labor, and applies penalties against responsible individuals, including local or regional government authorities (such as hokim or town mayors), who are involved in the mobilization of children.	2012 – 2015
	Publish disaggregated information on investigations, prosecutions and convictions related to the worst forms of child labor and trafficking of children.	2011 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Coordination	Increase coordination efforts directed at regional and district governments to ensure local governments are both aware of and committed to implementing the laws and policies prohibiting child labor in cotton production and other sectors.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Sector Plan.	2014 – 2015
	Revise policies that mandate cotton harvest quotas and set purchase prices below market value to help prevent forced involvement of children under age 18 in the cotton harvest.	2012 – 2015
	Enforce the prohibition on the involvement of teachers in the cotton harvest, in order to maintain education quality during the harvest and prevent students from becoming vulnerable to participation in the harvest.	2015
	Strengthen recordkeeping in educational institutions and maintain up-to-date records of cotton workers' ages on district lists.	2013 – 2015
Social Programs	Conduct research to determine the prevalence of child labor, including the nature and extent of children's involvement in silk cocoon cultivation and scrap metal collection.	2013 – 2015
	Expand programs to address the worst forms of child labor, with a particular focus on children involved in cotton production.	2009 – 2015

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Vanuatu

NO ADVANCEMENT

In 2015, Vanuatu made no advancement in efforts to eliminate the worst forms of child labor. Although the problem does not appear to be widespread, limited evidence suggests that children are engaged in the worst forms of child labor in commercial sexual exploitation. Vanuatu's minimum ages of 12 for work and 15 for hazardous work are not in compliance with international standards. A mechanism to coordinate government efforts to combat child labor has not been established. Vanuatu does not have any social programs to address child labor, including its worst forms.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although research is limited, there is evidence that children in Vanuatu are engaged in the worst forms of child labor in commercial sexual exploitation.⁽¹⁾ Table 1 provides key indicators on children's work and education in Vanuatu. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		93.8

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.⁽²⁾

Data were unavailable from Understanding Children's Work Project's analysis, 2015.⁽³⁾

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Forestry,*† farming,* activities unknown (4, 5)
Services	Street vending* (4)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (1, 4)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3 (a)–(c) of ILO C. 182.

There have been no national surveys of child labor in Vanuatu to determine the nature and prevalence of the problem.⁽⁵⁾

The Vanuatu Education Road Map establishes a policy to make primary education, grades one to six, free to all children by 2015.⁽⁶⁾ However, school fees and lack of physical access to schools continue to be significant barriers to education.^(5, 7)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR



Vanuatu has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	
ILO C. 182, Worst Forms of Child Labor	✓



Table 3. Ratification of International Conventions on Child Labor (cont)

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 38 of the Employment Act (8)
Minimum Age for Hazardous Work	Yes	15	Section 40 of the Employment Act (8)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 40 of the Employment Act (8)
Prohibition of Forced Labor	Yes		Section 7 of the Employment Act; Section 102 of the Penal Code; Section 35 of the Counter Terrorism and Transnational Organized Crime Act (8-10)
Prohibition of Child Trafficking	Yes		Section 35 of the Counter Terrorism and Transnational Organized Crime Act (10)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Sections 101B, 101C, 101D, and 147B of the Penal Code (9)
Prohibition of Using Children in Illicit Activities	No		Section 35 of the Penal Code (9)
Minimum Age for Compulsory Military Recruitment	N/A†		
Minimum Age for Voluntary Military Service	N/A†		
Compulsory Education Age	No		
Free Public Education	No		

† No standing military (11)

The minimum age of 15 for hazardous work is not in compliance with international standards because it fails to protect children ages 16 and 17 from work that could jeopardize their health and safety.(8) While children ages 12 and 13 are permitted to work in agricultural light work, the law does not specify the activities and hours per week that are allowed for work.(8)

Laws related to forced labor are not sufficient as debt bondage is not criminally prohibited.(8, 9)

While the Penal Code prohibits the incitement of another person to commit any criminal offense, the law is not sufficient as it does not include heightened penalties for inciting children to engage in criminal activities.(9)

There is no compulsory age for education, increasing the risk of children's involvement in child labor.(12)

The Government has yet to pass the Employment Relations Bill of 2012 that prohibits the engagement of children under the age of 18 in hazardous work.(12)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Vanuatu

NO ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor	Enforce provisions set forth in the Employment Act, including child labor laws.(4)
Vanuatu Police Force	Enforce all criminal laws related to the worst forms of child labor.(4)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Vanuatu took actions to combat the worst forms of child labor (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	0 (13)	0 (13)
Number of Labor Inspectors	4 (5)	4 (4)
Inspectorate Authorized to Assess Penalties	Yes (4)	Yes (4)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown (5)	No (4)
■ Training on New Laws Related to Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown (5)	No (4)
Number of Labor Inspections	Unknown (5)	41 (4)
■ Number Conducted at Worksites	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown (5)	Unknown (4)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (5)	Unknown (4)
■ Number of Penalties Imposed That Were Collected	Unknown (5)	Unknown (4)
Routine Inspections Conducted	Unknown	Unknown
■ Routine Inspections Targeted	Unknown	Unknown
Unannounced Inspections Permitted	Yes (4)	Yes (4)
Unannounced Inspections Conducted	Unknown	Yes (4)
Complaint Mechanism Exists	Unknown (5)	Unknown (4)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

Criminal Law Enforcement

Research did not find information on whether criminal law enforcement agencies in Vanuatu took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown (5)	Unknown (4)
■ Training on New Laws Related to the Worst Forms of Child Labor	N/A	N/A
■ Refresher Courses Provided	Unknown (5)	Unknown (4)
Number of Investigations	Unknown (5)	Unknown (4)
Number of Violations Found	Unknown (5)	Unknown (4)
Number of Prosecutions Initiated	Unknown (5)	Unknown (4)
Number of Convictions	Unknown (5)	Unknown (4)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (5)	Unknown (4)

Based on the most recent data available from 2012, the Vanuatu Police Force employs 50 investigators, who are responsible for enforcing laws against the worst forms of child labor.(5)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although a committee exists to improve the well-being of children, research found no evidence that the committee functions as a coordinating mechanism to address child labor, including all its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Children's Committee	Coordinate government efforts to improve children's well-being, including eliminating the commercial sexual exploitation of children. Monitor child protection issues and create a comprehensive and integrated agenda for children's rights.(5, 14)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Vanuatu has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
UNDAF for the Pacific Region (2013–2017)*	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island Countries and Territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(15) Includes initiatives to prevent and respond to abuse and exploitation of children in Vanuatu.(16)
Vanuatu Education Road Map*	Establishes a comprehensive strategic direction for the country's education sector and specifically supports the goal of achieving universal primary education by 2015. Includes three strategic goals: (1) to increase equal access to education, which includes increasing government grants and phasing out parental contributions; (2) to improve the quality of education; and (3) to improve management of the education system.(6)
Vanuatu Minimum Quality Standards for Primary Schools*	Includes a requirement that all primary schools develop and implement Safe School Policies that cover child protection and emergency preparedness.(17)

*Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Although the Government of Vanuatu has policies related to child labor, research found no evidence of a policy addressing child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

Research found no evidence of programs that include the goal of eliminating or preventing child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Vanuatu (Table 10).

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the Palermo Protocol on Trafficking in Persons.	2014 – 2015
	Ensure that child labor laws are in compliance with international standards by raising the minimum age for hazardous work to 18.	2009 – 2015
	Ensure that the law protects children ages 12 and 13 employed in light agricultural work by specifying the activities and hours per week that are allowed.	2009 – 2015
	Ensure that debt bondage is criminally prohibited.	2015
	Ensure that there are heightened penalties for inciting children to engage in criminal activities.	2015
	Ensure that the law establishes a compulsory age for education that is equal to or older than the minimum age for work.	2009 – 2015

Table 10. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Provide funding to the labor inspectorate to enforce laws prohibiting child labor.	2015
	Train labor inspectors on enforcing child labor laws and train criminal investigators on enforcing laws prohibiting the worst forms of child labor.	2014 – 2015
	Publish data on labor law and criminal law enforcement actions taken to address child labor, including its worst forms.	2012 – 2015
	Establish referral mechanisms among the Labor Department, the Vanuatu Police Force, and social welfare services to protect and rehabilitate children involved in child labor, including its worst forms.	2014 – 2015
Coordination	Establish a coordinating mechanism to combat child labor, including its worst forms.	2012 – 2015
Government Policies	Explore ways to increase access to schooling and fully implement the policy of free, universal education.	2012 – 2015
	Integrate child labor elimination and prevention into existing education and child protection policies.	2012 – 2015
	Establish a policy to address child labor, including its worst forms.	2014 – 2015
Social Programs	Conduct a national child labor survey to determine the prevalence and nature of child labor in Vanuatu.	2014 – 2015
	Implement programs to address the worst forms of child labor, specifically commercial sexual exploitation.	2012 – 2015

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- UNESCO Institute for Statistics. *Gross intake ratio to the last grade of primary. Total*. [accessed December 16, 2015] <http://data.uis.unesco.org/>. Data provided is the gross intake ratio to the last grade of primary school. This measure is a proxy measure for primary completion. This ratio is the total number of new entrants in the last grade of primary education, regardless of age, expressed as a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades. For more information, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. Analysis received December 18, 2015. Reliable statistical data on the worst forms of child labor are especially difficult to collect given the often hidden or illegal nature of the worst forms. As a result, statistics on children's work in general are reported in this chart, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children and other indicators used in this report, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
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In 2015, Venezuela made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government adopted the XIX Inter-American Conference of Ministers of Labor Plan of Action prioritizing the elimination of child labor and maintained policies and programs that aim to alleviate poverty and improve conditions for some working children. However, children in Venezuela are engaged in child labor, including in domestic work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking. The Government has not made a list of hazardous occupations prohibited for children publicly available, and does not make information on the enforcement of child labor laws publicly available. In addition, information is not available on the effectiveness of the Government's coordinating body on child labor, and the Government does not have sufficient efforts in place to protect children in key sectors where child labor is prevalent.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Venezuela are engaged in child labor, including in domestic work. Children are also engaged in the worst forms of child labor, including in commercial sexual exploitation, sometimes as a result of human trafficking.(1-7) The Government's 2011 census found approximately 262,000 children and adolescents between ages 10 and 17 working in Venezuela, but research could not determine the extent to which the survey encompassed the informal sector or whether there are studies that target the worst forms of child labor.(8) Table 1 provides key indicators on children's work and education in Venezuela.

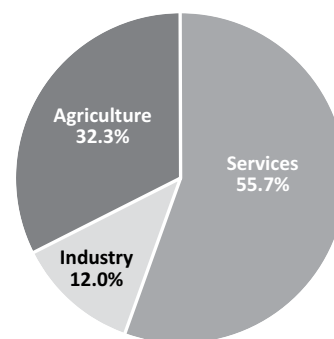
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	10-14 yrs.	5.1 (138,641)
Attending School (%)	5-14 yrs.	96.0
Combining Work and School (%)	10-14 yrs.	4.1
Primary Completion Rate (%)		96.2

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(9)

Source for all other data: Understanding Children's Work Project's analysis of statistics from Encuesta de Hogares por Muestreo (EHM), 2006.(10)

Figure 1. Working Children by Sector, Ages 10-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Clearing land,* planting,* fumigating,*and harvesting* (11)
	Tending and grazing livestock,* cleaning corrals* (11, 12)
	Fishing,* including processing ark clams* (11, 12)
Industry	Mining, including gold mining* (5, 7, 13-15)
	Manufacturing,* activities unknown (16)
Services	Domestic work (5, 6, 13, 17-19)
	Street work, including vending, collecting bus and taxi fares,* and motorbike couriering* (5, 6, 8, 12, 14, 15, 20, 21)
	Construction assistance, including lifting and carrying heavy materials (12, 14, 15)
	Carrying bags and pushing carts in supermarkets* (12)
	Garbage scavenging* and recycling* (20, 22)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Categorical Worst Forms of Child Labor†	Forced labor in domestic work and begging (2, 4-6, 13-15, 23-25)
	Selling drugs, sometimes as a result of forced labor (13-15)
	Commercial sexual exploitation, sometimes as a result of human trafficking (1-7, 24, 26, 27)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Child labor understood as the worst forms of child labor per se under Article 3(a)–(c) of ILO C. 182.




Children are sometimes trafficked to urban areas, such as Caracas and Maracaibo, or to resort destinations, such as Margarita Island, for commercial sexual exploitation.(3, 4, 7, 24, 25) Indigenous children work in illegal gold mines in the Upper Orinoco, Casiquiare, and Guainia-Rio Negro river basins and are vulnerable to human trafficking and commercial sexual exploitation.(7) Civil society groups estimate that more than 200,000 children are exploited by criminal organizations, and more than one million children work in the informal sector.(15)

Children from rural areas, indigenous children, Afro-descendant children, children with disabilities, pregnant girls, and adolescent mothers face barriers to accessing education; many students stop their formal education after completing the ninth grade.(3, 6, 28) Although Article 6.2.k. of the Education Law guarantees that no student's academic documents may be withheld, according to NGOs, Colombian children living in Venezuela without a Venezuelan identification card are sometimes prevented from receiving diplomas, certifications, and credentials from formal educational institutions.(6, 29, 30) These children may be vulnerable to labor exploitation due to their irregular migration status. The practice of withholding their academic documents may discourage them from completing their education, increasing their vulnerability to labor exploitation.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Venezuela has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article 32 of the Labor Law; Article 96 of the Law for the Protection of Children and Adolescents (31, 32)
Minimum Age for Hazardous Work	Yes	18	Article 96 of the Law for the Protection of Children and Adolescents; Articles 79 and 80 of the Regulations on Occupational Safety and Health Conditions (32, 33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 96 of the Law for the Protection of Children and Adolescents; Articles 79 and 80 of the Regulations on Occupational Safety and Health Conditions (32, 33)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Forced Labor	Yes		Article 30 of the Labor Law; Articles 38, 40, 231, 232, and 266–268 of the Law for the Protection of Children and Adolescents; Article 54 of the Constitution; Article 41 of the Law Against Organized Crime and Terrorism; Articles 55 and 56 of the Law for Women's Right to a Life Free from Violence (31, 32, 34–36)
Prohibition of Child Trafficking	Yes		Articles 40, 231, 232, and 266–268 of the Law for the Protection of Children and Adolescents; Article 54 of the Constitution; Article 41 of the Law Against Organized Crime and Terrorism; Articles 55 and 56 of the Law for Women's Right to a Life Free from Violence (32, 34–36)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 33 and 258 of the Law for the Protection of Children and Adolescents; Articles 46–49 of the Law Against Organized Crime and Terrorism; Article 56 of the Law for Women's Right to a Life Free from Violence; Article 24 of the Special Law Against Cyber crimes (32, 35–37)
Prohibition of Using Children in Illicit Activities	Yes		Articles 264 and 265 of the Law for the Protection of Children and Adolescents; Article 38 of the Drug Act (32, 38)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 4 of the Partial Reform of the Military Enlistment Law (39)
Compulsory Education Age	Yes	15‡	Article 53 of the Law for the Protection of Children and Adolescents; Articles 102 and 103 of the Constitution; Articles 3 and 6 of the Education Law (15, 30, 32, 34)
Free Public Education	Yes		Article 53 of the Law for the Protection of Children and Adolescents; Article 102 of the Constitution; Articles 3 and 6 of the Education Law (30, 32, 34)

* No conscription (34, 39)

‡ Age calculated based on available information (15, 30, 32, 34)

Venezuela's Constitution establishes compulsory education for all children from preschool through grade nine. (15, 30, 32, 34)

The Government has not made publicly available a list of hazardous occupations prohibited for children under age 18.(1, 14, 40, 41) Articles 79 and 80 of the Regulations on Occupational Safety and Health Conditions prohibit activities considered dangerous or unhealthy for children under age 18, but reference a list that is not included in the publicly available version of the Regulations. Similarly, Article 96 of the Law for the Protection of Children and Adolescents prohibits children under age 18 from working in activities prohibited by law, but does not specify which activities are considered hazardous or prohibited for minors.(32, 33)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Popular Power for Labor and Social Security (MINPPTRASS)	Enforce child labor laws and conduct child labor inspections in formal and informal business sectors. Develop policies and projects regarding child labor.(14, 20, 42)
National Institute for Prevention, Safety, and Health at Work (INPSASEL)	Assist MINPPTRASS in enforcing labor laws and conditions of work in Venezuela, including by conducting child labor inspections in formal and informal business sectors. Help develop labor inspection apparatus and implement national labor policies.(14, 43)
Municipal Councils for the Protection of Children and Adolescents	Manage MINPPTRASS Registry for Adolescent Workers to ensure that employed students of legal working age balance their education and employment and that employers adhere to labor laws.(15)

Venezuela

MINIMAL ADVANCEMENT

Table 5. Agencies Responsible for Child Labor Law Enforcement (cont)

Organization/Agency	Role
Ministry of Popular Power of the Interior, Justice, and Peace (MPPRIJP)	Investigate human trafficking cases through its Criminal Investigative Division and its Scientific, Penal, and Criminal Investigative Corps (CICPC). Role of CICPC is to help enforce laws related to commercial sexual exploitation and illicit activities.(14)

Labor Law Enforcement

Research did not find information on whether labor law enforcement agencies in Venezuela took actions to combat child labor, including its worst forms, in 2015 (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown (14)	Unknown
Number of Labor Inspectors	Unknown (14)	Unknown
Number of Child Labor Dedicated Inspectors	Unknown (14)	Unknown
Inspectorate Authorized to Assess Penalties	Unknown	Unknown
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Labor Inspections		
■ Number Conducted at Worksite	Unknown (14)	Unknown
■ Number Conducted by Desk Reviews	Unknown (14)	Unknown
Number of Child Labor Violations Found	Unknown (14)	Unknown* (15)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (14)	Unknown* (15)
■ Number of Penalties Imposed That Were Collected	Unknown (14)	Unknown* (15)
Routine Inspections Conducted	Unknown (14)	Unknown
■ Routine Inspections Targeted	Unknown (14)	Unknown
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

*The Government does not make this information publicly available.

NGOs have expressed concerns that the Government does not effectively monitor employed youth of legal working age to ensure that their employment does not negatively impact their education and that they are not exploited by employers.(15)

Criminal Law Enforcement

Research did not find information on whether criminal law enforcement agencies in Venezuela took actions to combat the worst forms of child labor in 2015 (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Unknown
Number of Investigations	Unknown (14)	Unknown* (15)
Number of Violations Found	Unknown (14)	Unknown* (15)
Number of Prosecutions Initiated	Unknown (14)	Unknown* (25)
Number of Convictions	Unknown (14)	Unknown* (25)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown (25)	Unknown (25)

*The Government does not make this information publicly available.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role and Description
System for the Protection of Children and Adolescents	Coordinate and protect children's rights and address child labor issues through policies and programs at the national and state levels. Comprised of several government ministries, government councils, and representatives from civil society and mandated by the Law for the Protection of Children and Adolescents.(32, 44)

Although the Government has established the System for the Protection of Children and Adolescents, this body does not provide adequate coordination, monitoring, and evaluation of institutions to ensure that children are protected from the worst forms of child labor, and research could not determine to what extent the body was active during the reporting period.(7) The Ministry of Popular Power for Labor and Social Security's ability to address exploitative child labor is limited because government offices at the municipal and national levels do not share information sufficiently with each other.(15) Research could not determine whether the Government maintains a coordinating body that addresses the trafficking of children, including for commercial sexual exploitation.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Venezuela has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Declaration of the Regional Initiative: Latin America and the Caribbean Free of Child Labor (2014–2020)	Seeks to increase regional cooperation on eradicating child labor by 2020 through the signatories' efforts to strengthen monitoring and coordination mechanisms, government programs, and South-South exchanges. Reaffirms commitments made in the Brasilia Declaration from the Third Global Conference on Child Labor (October 2013), and signed by Venezuela at the ILO's 18th Regional Meeting of the Americas in Lima, Peru (October 2014).(45, 46)
Declaration of Cancún and Plan of Action (2015)†	In 2015, the Government of Venezuela participated in the XIX Inter-American Conference of Ministers of Labor to promote decent work with social inclusion throughout the Americas, held in Cancún, Mexico. Participating countries adopted the declaration, which aims in part to foster policies to eliminate labor exploitation, including child labor, and to promote education and vocational training for youth.(47, 48) Participating countries also adopted the Plan of Action, which prioritizes the elimination of child labor, including through data collection, enforcement of labor laws, and the development of social protection policies for children and families.(47, 49)
MERCOSUR Social Labor Declaration of 2015†	Aims to promote decent work and sustainable development in the five member states of MERCOSUR, in part through commitments to uphold core labor standards, including the elimination of forced labor, the prevention and elimination of child labor, and the protection of adolescent work. Signed in Brasilia, Brazil in July 2015.(50, 51)
Second Presidential Declaration on the Prevention and Eradication of Child Labor in MERCOSUR (2012)	Promotes greater coordination between governmental agencies, levels of government, and with civil society among MERCOSUR members.(52, 53)
MERCOSUR's Southern Child Initiative	Aims to defend the rights of children and adolescents in the region by raising awareness and seeking coordination among member states regarding the commercial sexual exploitation of children, child trafficking and pornography, child labor, and migrant labor. Improves country legal frameworks to harmonize them with international conventions affecting children, and facilitates exchange of best practices.(54–56)
National Plan of Action Against Abuse and Commercial Sexual Exploitation	Addresses the prevention of commercial sexual exploitation of children under age 18 and the rehabilitation of victims.(57)
Second Socialist Plan for the Economic and Social Development of the Nation (2013–2019)*	Provides a roadmap for reducing poverty by improving economic opportunity, access to health care, education, and housing.(58)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Venezuela

MINIMAL ADVANCEMENT

Although the Government of Venezuela has adopted poverty reduction strategies, as well as policies that target the trafficking and commercial sexual exploitation of children, research did not find evidence of a national policy that targeted other forms of child labor, such as domestic work and street work.(7)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Venezuela funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Children of the Barrio Mission (<i>Misión Niños del Barrio</i>)†	National Council for the Rights of Children and Adolescents (IDENA)-administered program that provides services to at-risk and underprivileged children, including child laborers. Primary goal is to eradicate exploitation, abuse, and psychological and physical mistreatment of children from birth to age 17.(8, 20, 59)
Negra Hipólita Mission (<i>Misión Negra Hipólita</i>)†	Government program that provides assistance to vulnerable groups, including street children.(60) Assists children engaged in child labor, including those working at garbage collection sites and on the street.(61) In 2015, 14 out of 38 centers were closed and approximately 200 people received benefits from the remaining centers.(15)
Program to Dignify Working Children and Adolescents†	IDENA-administered program that aims to eradicate exploitative working conditions and establish safe business environments in which children above the legal age may work.(14, 40, 62)
Regional Action Group for the Americas (<i>Grupo de Acción Regional para las Américas</i>)	Conducts prevention and awareness-raising campaigns to combat the commercial sexual exploitation of children in Latin America. Members include Argentina, Bolivia, Brazil, Chile, Colombia, Paraguay, Peru, Suriname, Uruguay, and Venezuela.(63, 64)
Human Trafficking Awareness Campaign†	Government program to raise public awareness of human trafficking and commercial sexual exploitation through the dissemination of public service announcements, advertisements, posters, and pamphlets in airports and tourist areas.(25)
Communal Centers for Comprehensive Care†	IDENA-supervised centers that provide meals and educational assistance to at-risk children from birth to age 12. Also partners with the Ministry of Popular Power, Health, and Social Development to provide medical and dental care to children.(65)
National Day Camps†	IDENA-administered program under the Community Vacation Plan that provides summer day camps to children, with a focus on athletic, artistic, and cultural activities.(8, 14, 15)

† Program is funded by the Government of Venezuela.

During 2015, the Government maintained programs that aim to alleviate poverty and improve conditions for some working children. However, research indicates that the Program to Dignify Working Children and Adolescents has limited efficacy due to a continued lack of governmental funding.(14) While the Ministry of Popular Power for Interior and Justice and the Child Protection Council have trained psychologists and physicians to provide psychological and medical examinations to victims of human trafficking, follow-up social services to assist victims are limited.(25) Overall, existing government programs are insufficient to protect children in key sectors in which child labor is prevalent.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Venezuela (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Make publicly available a comprehensive list of hazardous occupations and activities prohibited for children.	2009, 2011 – 2015
Enforcement	Ensure that all children without identifying documentation receive their diplomas, certifications, and credentials in the formal education system.	2015
	Ensure that all children are able to obtain identity documents to increase their access to education and reduce their vulnerability to labor exploitation.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make publicly available information on the labor inspectorate's funding; the number of labor inspectors; whether the inspectorate is authorized to assess penalties; the training system for labor inspectors; the number of labor inspections conducted at worksites and by desk review; the number of child labor violations found and for which penalties were imposed and collected; whether inspections are routine and targeted; whether unannounced inspections are permitted and conducted; complaint and referral mechanisms; and the number of criminal investigations, violations found, prosecutions initiated, and convictions related to the worst forms of child labor.	2009 – 2015
	Effectively monitor employed youth of legal working age to ensure their employment does not negatively impact their education or place them in a worst form of child labor.	2015
Coordination	Ensure that the System for the Protection of Children and Adolescents provides adequate coordination, monitoring, and evaluation of institutions to protect children from the worst forms of child labor and make information on the activities of this body publicly available.	2013 – 2015
	Strengthen information sharing and coordination between municipal and national government agencies to protect children from the worst forms of child labor.	2015
	Publish information about any coordinating mechanism that addresses the trafficking of children, including for commercial sexual exploitation.	2013 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Second Socialist Plan for the Economic and Social Development of the Nation.	2009 – 2015
	Adopt a national policy that addresses all relevant forms of child labor, including domestic work and street work.	2013 – 2015
Social Programs	Ensure that child labor censuses cover all children under age 18 in both the formal and informal economy, and make the results publicly available.	2010 – 2015
	Conduct and make publicly available research on the worst forms of child labor.	2010 – 2011, 2013 – 2015
	Implement programs to ensure school enrollment and prevent dropout, particularly targeting children from vulnerable groups such as indigenous children, Afro-descendant children, and children with disabilities.	2015
	Increase funding and follow-up services for existing social programs and implement additional programs to specifically address the worst forms of child labor, including domestic servitude and commercial sexual exploitation.	2009 – 2015

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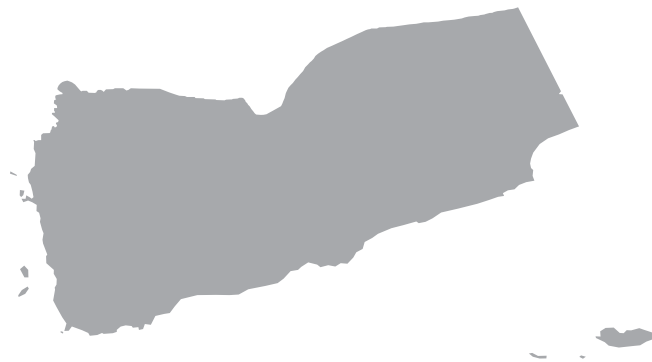
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Yemen

NO ADVANCEMENT

In 2015, Yemen made no advancement in efforts to eliminate the worst forms of child labor. The armed conflict and economic crisis in Yemen exacerbated child labor problems, including its worst forms. Children in Yemen are engaged in child labor, including in fishing, and in the worst forms of child labor, including in armed conflict. Due to ongoing armed conflict and political instability caused by the Houthis taking control of state institutions, the Republic of Yemen Government remained in exile in Riyadh, Saudi Arabia, during this period and had limited operational control of its ministries in the capital, Sana'a. As a result it was unable to enforce the minimum age protections of the law. Non-state armed groups recruited and used children in combat during this period. Given that the Republic of Yemen Government remained outside the country in 2015, it was unable to provide demobilization and rehabilitation services to children who have been involved in armed conflict.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Yemen are engaged in child labor, including in fishing. Children are also engaged in the worst forms of child labor, including in armed conflict.(1-5) According to the 2010 National Child Labor Survey, the majority of working children were in the agricultural and domestic work sectors.(4) Table 1 provides key indicators on children's work and education in Yemen.

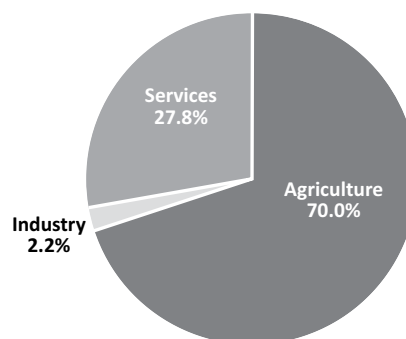
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	13.6 (834,866)
Attending School (%)	5-14 yrs.	68.0
Combining Work and School (%)	7-14 yrs.	10.3
Primary Completion Rate (%)		69.2

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(6)

Source for all other data: Understanding Children's Work Project's analysis of statistics from National Child Labor Survey, 2010.(7)

Figure 1. Working Children by Sector, Ages 7-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of <i>qat</i> * (a mild narcotic that is legal in Yemen) (3)
	Production of cereals,* fruits,* and vegetables* (3)
	Fishing,† activities unknown (2, 4, 5, 8)
	Hunting,* activities unknown (4)
	Raising livestock,* including sheep,* goats,* cows,* and chickens* (3, 4)
Industry	Quarrying and mining (4, 5)
	Construction,*† activities unknown (4)
Services	Street work, including begging* (4, 5, 9, 10)
	Working in auto shops* (5)
	Domestic work† (4)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Services	Waste collection* (5)
	Selling goods in stores (4)
Categorical Worst Forms of Child Labor†	Commercial sexual exploitation, sometimes as a result of human trafficking (5, 11, 12)
	Use in illicit activities, including in the smuggling of drugs*(12)
	Begging as a result of trafficking* (11, 13)
	Forced domestic work* and forced begging* (12)
	Use in armed conflict by non-state armed groups, sometimes as a result of forced or compulsory recruitment (9, 12, 14-17)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

The crisis in Yemen escalated in the beginning of 2015 with the abrupt departure of the President and senior Republic of Yemen Government officials from the capital. By the end of the reporting period, non-government forces had extensive control over the north-west regions of Yemen, including Sana'a, rendering the government incapable of addressing non-essential matters.(5) Many government institutions, including around 1,094 schools, remained closed due to the conflict, notably in the Sa'ada and Taiz Governorates.(18)

Girls are trafficked within Yemen to hotels in Aden, Sana'a, Ta'iz, and other cities for commercial sexual exploitation.(12) In addition, some children are trafficked to Saudi Arabia for commercial sexual exploitation, forced begging, and smuggling of drugs.(11-13) There is evidence that Yemeni children, mostly boys, migrate to Sana'a, Aden, and Saudi Arabia, where they are engaged in forced labor in domestic work, begging, or working in small shops.(12) Tourists, including those from Saudi Arabia, enter into temporary marriages with Yemeni girls as a form of commercial sexual exploitation. At times, Saudi tourists take these girls with whom they entered into a temporary marriage back to Saudi Arabia where the girls are subjected to commercial sexual exploitation or abandoned.(11, 12)

Various armed groups recruited and used child soldiers, including the Houthis, *Al Qaeda* in the Arabian Peninsula, the Popular Committees, tribal militias, and government forces.(9, 12, 14) In 2015, the Houthis increased recruitment of child soldiers. Some children served as guards or fighters, carried food and ammunition to the front line, provided first aid, or helped retrieve killed or wounded fighters.(14) The UN reported that sometimes recruitment was a result of coercion or deception.(19) Some children are recruited as young as age 7.(16) Child soldiers may receive payment, meals, and *qat*, a mild narcotic that is legal in Yemen.(15, 16, 20) A UNICEF official estimated that a third of fighters engaged in the armed conflict are children.(21) Limited evidence suggests that boys 12 to 15 who are married in northern tribal regions are considered adults, and therefore are obligated to show their allegiance to their tribes by participating in the internal conflict, including in fighting.(22) Likewise, tribal communities may associate manhood with the ability to use weapons, which encourages children to become involved in fighting.(20)




Enrollment rates in schools have been seriously affected by the internal conflict in Yemen, high levels of violence, and internal displacement. In spring 2015, approximately 3,600 schools were temporarily closed due to airstrikes and street fighting.(18, 23, 24) Although 14,500 schools reopened for the new academic year in November, nearly 1,100 schools remained closed due to damage to their building or a lack of security. Also, 216 schools remained closed because they were being used as shelters for internally displaced persons.(18, 24) The UN reported attacks on schools and military use of schools, which hindered access to education.(25) With attendance rates ranging from 35 percent to 90 percent, depending on the location of the school, at least 1.8 million school-aged children were out of school, increasing their risk of involvement in the worst forms of child labor.(18)

Among the *Muhamasheen* ("marginalized") minority group, generally of sub-Saharan African origin, illiteracy rates are high and child labor is prevalent in begging and entertainment at weddings and other ceremonies.(9) Syrian refugee children are also engaged in begging.(12)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Yemen has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	

The Republic of Yemen Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 5 of Ministerial Order No. 11 of 2013 (26)
Minimum Age for Hazardous Work	Yes	18	Section 7 of Ministerial Order No. 11 of 2013 (26)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Sections 7, 8, and 15 of Ministerial Order No. 11 of 2013 (26)
Prohibition of Forced Labor	Yes		Section 26 of Ministerial Order No. 11 of 2013 (27)
Prohibition of Child Trafficking	Yes		Section 26 of Ministerial Order No. 11 of 2013; Article 248 of the Penal Code (25, 27)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 147 and 163 of the Child Rights Law; Articles 272-274 and 279 of the Penal Code (25, 28)
Prohibition of Using Children in Illicit Activities	Yes		Section 24 of Ministerial Order No. 11 of 2013; Articles 148 and 162 of the Child Rights Law (27, 28)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 149 of the Child Rights Law (28)
Compulsory Education Age	Yes	15‡	Article 18 of the General Education Law (29)
Free Public Education	Yes		Article 87 of the Child Rights Law (28)

* No conscription (30)

‡ Age calculated based on available information

Research did not find any legal prohibition of debt bondage and slavery. The legal framework does not appear to explicitly prohibit forced labor.

Research could not determine whether the legal framework adequately prohibits the use, procurement, offering or benefiting from a children in pornography and pornographic performances, or whether it prohibits using a child in prostitution, because a public version of Ministerial Order No. 11 of 2013, which replaced Ministerial Order No. 56 of 2004 containing some protections, was not available.

Based on available information, Ministerial Decree No. 11 of 2013 does not appear to explicitly include all phases of child trafficking, such as harboring, transporting, and transferring children for exploitation.(27)

A new constitution was drafted in January 2015, explicitly prohibiting slavery, forced labor, and human trafficking; establishing a minimum age for marriage of 18; and reiterating age 18 for recruitment or engagement in armed conflict.(31) The draft

Constitution has not yet been adopted, considering the circumstances of the armed conflict by the *Houthis* and the Republic of Yemen Government remaining in exile in Riyadh for most of 2015.(32)

Article 18 of the General Education Law makes education compulsory for nine years, starting from age six. Children are therefore 15 when they finish compulsory education.(29)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Republic of Yemen Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Social Affairs and Labor Child Labor Unit	Enforce child labor laws, conduct inspections, inform the Ministry of the Interior of any violations, and refer children found during inspections to appropriate social services. Receive complaints of child labor.(5)
Ministry of the Interior	Enforce child labor laws. Police agencies within the Ministry handle human trafficking investigations.(5)
Ministry of Justice	Enforce child labor laws, and prosecute and adjudicate child labor cases.(5)
Ministry of Human Rights, Ministry of Legal Affairs, Parliament, and the Social Fund for Development	Maintain supporting roles in combating child trafficking.(5)

Labor Law Enforcement

In 2015, law enforcement agencies in Yemen did not take actions to combat child labor, including its worst forms (Table 6). As a result of widespread violence and instability in Yemen in 2015, the Republic of Yemen Government had limited operational control of its ministries.(5)

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	0 (33)	0 (5)
Number of Labor Inspectors	Unknown	Unknown
Inspectorate Authorized to Assess Penalties	Yes (34)	Yes (34)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	No (5)
■ Training on New Laws Related to Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	No (5)
Number of Labor Inspections	Unknown (33)	0 (5)
■ Number Conducted at Worksite	Unknown (33)	N/A
■ Number Conducted by Desk Reviews	Unknown (33)	N/A
Number of Child Labor Violations Found	Unknown (33)	0 (5)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown (33)	N/A
■ Number of Penalties Imposed That Were Collected	Unknown (33)	N/A
Routine Inspections Conducted	No (33)	No (5)
■ Routine Inspections Targeted	N/A	N/A
Unannounced Inspections Permitted	Unknown	Unknown
Unannounced Inspections Conducted	Unknown	Unknown (5)
Complaint Mechanism Exists	Yes (33)	No (5)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Unknown	Unknown

The Ministry of Social Affairs and Labor's General Administration of Labor Inspection does not have the authority to enforce child labor laws in agriculture and domestic work.(34)

Yemen

NO ADVANCEMENT

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Yemen did not take actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	No (5)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	N/A
■ Refresher Courses Provided	Unknown	No (5)
Number of Investigations	Unknown	0 (5)
Number of Violations Found	Unknown	0 (5)
Number of Prosecutions Initiated	Unknown	0 (5)
Number of Convictions	Unknown	N/A
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown	Unknown

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Republic of Yemen Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee to Combat Child Labor	Coordinate child labor issues in Yemen. Comprises representatives from the Ministry of Social Affairs and Labor, the Higher Council for Motherhood and Childhood, the Chamber of Commerce, the ILO-IPEC, and local NGOs.(5)
Technical Committee on Combating Trafficking in Persons	Develop a national strategy to combat human trafficking. Established in 2012, comprises government officials and representatives of IOM, meets weekly.(35)
National Network for Child Protection	Established by the Higher Council for Motherhood and Childhood to implement training programs and media awareness campaigns, and advocate progress on children's issues.(5)
Joint Technical Committee to Prevent Recruitment of Children in the Yemeni Armed Forces	Implement and monitor the Action Plan to end and prevent the recruitment of children by the Yemeni Armed Forces. Comprises the Ministry of Defense, the Higher Council for Motherhood and Childhood, the Civil Status and Registration Authority, and UN representatives.(36)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Republic of Yemen Government has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
Action Plan to End and Prevent the Recruitment of Children by the Yemeni Armed Forces	Signed in May 2014 by the Minister of Defense, the Action Plan was designed to ensure that national laws comply with international standards, prohibit the recruitment and use of children in armed forces, investigate allegations of violation, and facilitate UN access to monitor compliance. (37) Due to political instability, the Republic of Yemen Government could not implement the Action Plan in 2015.(5)
National Basic Education Development Strategy (2003–2015)*	Aimed to increase enrollment in basic education (grades 1–9) to 95 percent for children ages 6 to 14, particularly girls in rural areas.(38)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Although the Republic of Yemen Government has adopted the Action Plan to End and Prevent the Recruitment of Children by the Yemeni Armed Forces, research found no evidence of a policy on other forms of child labor. In 2014, the Ministry of Human Rights drafted a National Strategy for Combating Trafficking in Persons, with an aim to raise awareness, increase cooperation between Yemen and neighboring countries, train officials to identify victims, and create protection procedures for victims of human trafficking. The strategy has not been finalized.(12)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Republic of Yemen Government participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Phase IV of the Social Fund for Development (SFD) (2011–2015)	\$154 million Government of United Kingdom-funded, 5-year project implemented by the SFD to improve access to education, create employment opportunities, and reduce vulnerability for disadvantaged groups.(39) Special needs groups, including child laborers and street children, were targeted under the SFD for social protection and education programs in partnership with the Ministry of Education, the Ministry of Social Affairs and Labor, and the Ministry of Planning and International Cooperation.(40)
Second Basic Education Development Project (2013–2018)	\$66 million World Bank-funded, 5-year project implemented by the Ministry of Education to improve student learning and increase access to basic education in selected areas.(38) The World Bank suspended activities in March 2015.(41)
Social Welfare Fund Institutional Support Project (2010–2017)	\$10 million World Bank-funded, 7-year project, implemented by the Social Welfare Fund to support the delivery of social services, including those related to children's health and education through improving the cash transfer program.(42, 43) In May 2015, the World Bank suspended operations, but until then, limited support activities continued, including the consolidation of beneficiary databases.(44)
Child Protection Sub-Cluster (CPSC)	Led by UNICEF, the CPSC provides psycho-social support, including sports and arts, in community-based and mobile centers. In 2015, UNICEF provided psycho-social support to more than 348,000 children; provided information to 408,000 individuals, including children, on how to avoid physical injury in conflict areas; and documented more than 1,000 cases of grave child rights violations.(18)
Education Cluster	\$6.8 million program implemented by UNICEF, in cooperation with the Republic of Yemen Government, provides educational support activities and services. In the Back to School campaign in 2015, the program supported 555,000 out-of-school children to reintegrate into the education system, including by providing backpacks, books, and school supplies; and served more than 31,000 children by providing temporary learning spaces and repairing school buildings.(18) The Ministry of Education and UNICEF trained school teachers and staff, parents, and community members on psychological support for children affected by conflict.(18, 45)

In 2014, the Civil Status and Registration Authority, in cooperation with UNICEF, carried out a campaign to issue birth certificates for children who lacked them. The program was not continued in 2015.(5)

Research found no programs intended to remove, rehabilitate, and reintegrate children engaged in armed conflict.(19) Although Yemen has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly in fishing.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Yemen (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Accede to the Palermo Protocol on Trafficking in Persons.	2013 – 2015
	Make publicly available the Ministerial Order No. 11 of 2013.	2015
	Ensure that debt bondage, slavery, and all phases of child trafficking are criminally prohibited.	2015
Legal Framework	Ensure the law is sufficiently comprehensive to prohibit the use, procurement, offering of a child for prostitution, child pornography, and pornographic performances, as well as benefiting from a monetary or in-kind transaction involving the sexual exploitation of children.	2015
Enforcement	Ensure that labor inspectors have sufficient funding to conduct inspections.	2009 – 2015
	Make information publicly available on the number of labor inspectors, whether unannounced inspections are permitted, and whether there is a reciprocal referral mechanism among labor authorities, criminal authorities, and social services.	2010 – 2015
	Ensure that labor inspectors and criminal investigators receive child labor training.	2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Strengthen the Labor Inspectorate by initiating targeted inspections based on analysis of data related to risk-prone sectors and patterns of serious incidents.	2015
	Re-establish a mechanism to receive child labor complaints.	2015
	Ensure that authorities can enforce minimum age protection in all sectors in which the worst forms of child labor are prevalent, including in agriculture and domestic work.	2009 – 2015
	Ensure that criminal law enforcement agencies can enforce child labor laws.	2015
Government Policies	Implement the Action Plan to End the Recruitment and Use of Children in Armed Conflict.	2009 – 2015
	Adopt a policy that addresses all relevant worst forms of child labor, such as human trafficking.	2009 – 2015
Social Programs	Expand programs to improve children's access to education.	2013 – 2015
	Resume birth registration campaign, in particular, to facilitate age verification of recruits into the armed forces.	2015
	Institute a rehabilitation and reintegration program for children engaged in armed conflict and children involved in other worst forms of child labor, including fishing.	2011 – 2015

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Zambia

MODERATE ADVANCEMENT

In 2015, Zambia made a moderate advancement in efforts to eliminate the worst forms of child labor. The Government adopted the Employment Amendment Act to prohibit casual employment in the informal sector, which may have an indirect effect on child labor. The Government also approved a new youth policy that includes education and empowerment strategies for youth and continued to incrementally scale up its Social Cash Transfer Program. However, children in Zambia continue to engage in the worst forms of child labor, including in the production of tobacco and commercial sexual exploitation, sometimes as a result of human trafficking. Gaps also remain in the current legal framework related to children; for example, the Education Act does not include the specific age at which education is compulsory, and the Government has not defined what the school-going age is as required in the law, which may leave children under the legal working age vulnerable to the worst forms of child labor.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Zambia are engaged in the worst forms of child labor, including in the production of tobacco and commercial sexual exploitation, sometimes as a result of human trafficking. (1-3) Table 1 provides key indicators on children's work and education in Zambia.

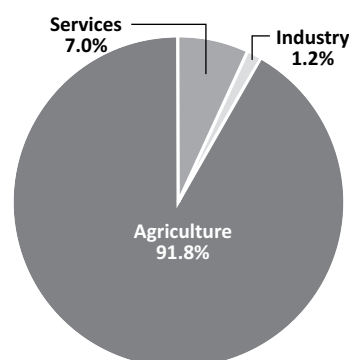
Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	28.1 (992,722)
Attending School (%)	5-14 yrs.	65.2
Combining Work and School (%)	7-14 yrs.	27.6
Primary Completion Rate (%)		81.0

Source for primary completion rate: Data from 2013, published by UNESCO Institute for Statistics, 2015.(4)

Source for all other data: Understanding Children's Work Project's Analysis of Statistics from the Labor Force Survey, 2008.(5)

Figure 1. Working Children by Sector, Ages 5-14



Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of corn,* coffee,* tea,* and sunflowers* (1, 2)
	Production of cotton† and production of tobacco,† including transplanting, watering, weeding, ridging, grading, stringing, reaping, and applying fertilizers (1, 2, 6)
	Raising and herding† cattle (3, 7-9)
	Fishing,*† activities unknown (1)
	Producing charcoal*† (1)

Table 2. Overview of Children's Work by Sector and Activity (cont)

Sector/Industry	Activity
Industry	Mining gems, including amethysts* and emeralds* (1)
	Mining lead,* zinc,* iron ore,* and copper* (1)
	Quarrying rock,* conducting rudimentary mine drilling,† and scavenging mine dump sites (1-3)
Industry	Crushing stones‡ (3, 9, 10)
	Construction, including transporting construction materials (1, 2, 11, 12)
Services	Domestic work (2, 3, 13, 14)
	Street work, including begging and vending (1, 3, 12, 13)
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation, sometimes as a result of human trafficking* (1, 12)
	Agriculture activities, mining, and domestic work, sometimes as a result of human trafficking (1, 2, 11, 12, 15)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.




Children trafficked inside Zambia are primarily trafficked from rural to urban areas for domestic work and agriculture.(1, 12, 15) Some children in Zambia are forced to load trucks with stolen copper ore by Jerabo gangs, which are illegal mining syndicates in the Copperbelt province.(2, 12, 15) Along Zambia's borders, the commercial sexual exploitation of children is common.(12) The Government has yet to release information on child labor from its 2008 Labor Force Survey, although the general Labor Force Survey results – which did not include data on child labor – were released in 2011 and 2014.(3, 16, 17)

Long distances to schools create a barrier to education.(6) Costs also occur for basic education, including fees for school supplies, that prevent some children from attending school.(2, 6, 14)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Zambia has ratified most key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
 Palermo Protocol on Trafficking in Persons	✓

Zambia has not ratified the UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography, although commercial sexual exploitation of children continues to be a problem in the country.(12)

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 24 of the Constitution; Article 12 of the Employment Act (18, 19)
Minimum Age for Hazardous Work	Yes	18	Article 4 of the Employment of Young Persons and Children Act; Article 3 of the Prohibition of Employment of Young Persons and Children (Hazardous Labour) Order (20, 21)

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Hazardous Occupations or Activities for Children	Yes		Prohibition of Employment of Young Persons and Children (Hazardous Labour) Order (21)
Prohibition of Forced Labor	Yes		Articles 14 and 24 of the Constitution; Articles 143 and 263 of the Penal Code; Article 3 of the Anti-Human Trafficking Act of 2008 (18, 22, 23)
Prohibition of Child Trafficking	Yes		Article 24 of the Constitution; Article 143 of the Penal Code; Article 3 of the Anti-Human Trafficking Act of 2008 (18, 22, 23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 144 of the Penal Code; Article 2 of the Employment of Young Persons and Children Act (20, 23)
Prohibition of Using Children in Illicit Activities	Yes		Article 2 of the Employment of Young Persons and Children Act (20)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Article 14 of the Defence Act (24)
Compulsory Education Age	No		Article 16 of the Education Act, 2011 (25)
Free Public Education	Yes		Article 15 of the Education Act, 2011 (25)

* No conscription.(24)

During the reporting period, the Government passed the Employment Amendment Act which aims to reduce child labor by addressing exploitation in casual labor.(3, 26) The Government also passed the Gender Equality and Equity Act, which seeks to reduce school dropout rates among girls.(27) However, gaps remain in the legal framework. Penalties for child prostitution violations in the Employment of Young Persons and Children Act are different from those in the Penal Code.(28) While the Penal Code treats child prostitution as a felony, with a minimum 20-year jail sentence, the Employment of Young Persons and Children Act treats it as a civil penalty and imposes a fine of \$35 to \$165 and possible discretionary prison time. In practice, the heavier statute of the Penal Code would be applied; however, research did not uncover any such prosecutions in recent years.(29)

The Education Act requires the Government to provide free education up to the seventh grade, and stipulates that education is compulsory for children of “school-going age.”(1, 25, 30) The Act, however, does not set a specific age or define “school-going age,” which may allow children to leave school before they are legally able to work.(25) The lack of standards in this area may increase the risk of children’s involvement in the worst forms of child labor.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor and Social Security (MLSS) Child Labor Unit (CLU)	Implement and enforce child labor laws.(1, 11) Plays advisory role for different Government agencies. Is also responsible for the regulation of child labor laws.(17)
Zambia Police Service Child Protection Unit	Work with MLSS and Ministry of Youths, Sports, and Child Development to identify and remove vulnerable children from the streets. Work with 72 District Street Children Committees to rescue street children from child labor, including the worst forms, and place them with families, in foster care, or in children’s homes.(3, 16) Work with immigration officials to combat child trafficking, with local officials, regarding crimes against children and with schools to educate and sensitize children about abuse. Collaborate with the Ministry of Justice to investigate and prosecute child labor cases.(16, 31)
Zambia Police Service Victim Support Unit	Handle the enforcement of laws against human trafficking, commercial sexual exploitation, and use of children in illicit activities.(1, 11, 16)
Ministry of Justice	Investigate and prosecute child labor cases.(16, 31)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Zambia took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	58 (11)	81 (32)
Inspectorate Authorized to Assess Penalties	Unknown	No (3)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (3)
Number of Labor Inspections	Unknown	Unknown
■ Number Conducted at Worksite	Unknown	Unknown
■ Number Conducted by Desk Reviews	Unknown	Unknown
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	No (11)	No (3)
■ Routine Inspections Targeted	No (11)	No (3)
Unannounced Inspections Permitted	Yes (11)	Yes (3)
Unannounced Inspections Conducted	Unknown	Unknown
Complaint Mechanism Exists	Yes (11)	Yes (3)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (11)	Yes (11)

In 2015, the Ministry of Labor and Social Security (MLSS) employed 81 labor inspectors, which is an increase from the 58 employed in 2014.(32) According to the ILO recommendation of one inspector for every 40,000 workers in less developed economies, Zambia should employ roughly 172 inspectors in order to adequately enforce labor laws throughout the country.(3, 11, 33-35) The MLSS reported that it conducted training in the Western province, but research was unable to determine what type of training was conducted, who was trained, and whether it included child labor issues. The Child Labor Unit was allocated approximately \$35,800 for 2015.(3) The funding amount represents an increase in funding in the local currency but a decrease in funding based on the value of the currency, compared with the \$46,000 allocated for 2014.(3, 11) The MLSS stated that the budget, training, and transportation were inadequate to conduct inspections.(3) The MLSS is authorized to conduct labor inspections in registered private institutions only; it does not conduct investigations in unregistered institutions, as allowed by law, in which child labor is more likely to be found.(1, 36) While no labor officers were employed in 2015, a referral mechanism does exist through District Child Labor Committees that allows labor officers to refer cases to NGOs; however, not all districts have a committee.(11)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Zambia took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014†	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown	Unknown
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown	Unknown
■ Refresher Courses Provided	Unknown	Yes (37)
Number of Investigations	Unknown	Unknown
Number of Violations Found	142 (11)	Unknown
Number of Prosecutions Initiated	Unknown	Unknown
Number of Convictions	Unknown	Unknown
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (11)	Yes (11)

† Data are from January to December 2014.

Zambia

MODERATE ADVANCEMENT

The Department of Immigration provided training to 106 law enforcement officers during the reporting period.(37) In addition, it was previously reported that the Zambia Police Service Child Protection Unit employed seven investigators, but that their training was inadequate.(11) Inspections are carried out based on complaints only and include site visits.(11)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
MLSS	Coordinate Government efforts on issues of child labor, including its worst forms.(1)
MLSS-CLU	Coordinate with District Child Labor Committees in 26 of Zambia's 102 districts to increase local awareness and mobilize communities against child labor, including its worst forms.(1, 11)
Ministry of Youths, Sports, and Child Development Child Development Department	Coordinate legislation on child labor.(3)
Zambia Police Service Child Protection Unit	Coordinate with the Ministry of Community Development, Mother, and Child Health to protect children from general abuse, including the worst forms of child labor.(1, 3)
District Child Labor Committees	Respond to child labor complaints at the local level and file complaints to the MLSS. Serve as the main referral mechanism for social welfare services, a mechanism that is reported to be improving. Comprises the Zambia Police Service, the MLSS, the Ministry of Community Development, Mother, and Child Health, and civil society stakeholders.(1) The Government intends to establish Committees in all districts, but lacks the resources to do so. DCLCs serve as the main referral mechanism for social welfare services, and it was reported that these mechanisms have been improving.(1, 11)

Due to overlapping responsibilities and communication lapses, individual agency mandates may not be carried out effectively in some cases.(16)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Zambia has established policies related to child labor, including its worst forms (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Child Labor Policy	Establishes an action plan and designates responsible agencies to address child labor issues.(1, 30)
National Action Plan for the Elimination of the Worst Forms of Child Labor (2010–2015)	Identifies five specific priorities for the Government to focus on: (1) improve and enforce existing laws and policies on child labor, (2) protect all children from hazardous labor, (3) strengthen institutional capacity, (4) raise awareness, and (5) establish monitoring and evaluation systems.(1, 30)
Revised Sixth National Development Plan (2013–2016)	Includes the eradication of the worst forms of child labor as a goal, and places emphasis on early childhood education and a child's right to education.(1, 11, 38)
National Employment and Labor Market Policy	Contains the elimination of child labor as a goal.(16, 39)
UNDAF (2011–2015)	Seeks to prevent the worst forms of child labor, protect children, and rehabilitate offenders who engaged in the worst forms of child labor, in accordance with the Revised Sixth National Development Plan.(40)
Education Policy and Education Act, 2011*	Establishes the rights of children, including the right to free education, and provides for the reentry of teen mothers into school.(1, 25)
National Youth Policy*† (2015–2019)	Includes education and empowerment strategies for youth.(3)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

Efforts to implement the National Child Labor Policy have been restricted by inadequate funding.(30)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Zambia funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Achieving Reduction of Child Labor in Support of Education I (2012–2016)	A \$1.6 million 5-year project that provides strategies to reduce the worst forms of child labor in tobacco-growing communities.(41, 42) A project evaluation highlighted progress in raising awareness on child labor.(37)
Achieving Reduction of Child Labor in Support of Education II (2015–2018)*	JTI-funded, 3-year global training program that provides strategies to reduce the worst forms of child labor in tobacco-growing communities in Brazil, Malawi, Tanzania, and Zambia.(43)
Program to Reduce the Worst Forms of Child Labor in Tobacco-Growing Communities in Zambia (2011–2015)	JTI-funded, \$4.5 million 4-year project that aims to reduce child labor in tobacco-growing communities in Brazil, Malawi, and Zambia. Promotes educational access, economic empowerment, and improved regulatory frameworks around child labor in the tobacco sector.(44)
Global Action Program on Child Labor Issues Project (2011–2016)	USDOL-funded project implemented by the ILO in approximately 40 countries to support the priorities of the Roadmap for Achieving the Elimination of the Worst Forms of Child Labor by 2016 established by the Hague Global Child Labor Conference in 2010. Aims to improve the evidence base on child labor and forced labor through data collection and research in Zambia.(45)
Social Cash Transfer Program†	Government program, provides funds to families and has been shown to increase school enrollment. Scaled up by the Government over time.(3, 11, 46, 47)
Government child labor sensitization efforts†	National and district government programs to sensitize the public to child labor through implementing partners and awareness campaigns.(1, 3)
Strengthening Social Dialogue as an Effective Tool to Address the Worst Forms of Child Labour	Irish Aid-funded, five-country project, promotes social dialog with the aim of reducing child labor.(48)
Testing Methodologies to Support Informal Economy Workers and Small Producers to Combat Hazardous Child Labor	Irish Aid-funded, 1-year project, builds capacity of informal economy workers and small producers to address hazardous child labor in Benin, Ghana, India, Malawi, and Zambia.(49)
Decent Work Country Programme (2013–2016)	Government program, emphasizes human development, including social protection, child labor, forced labor, and human trafficking.(50)
Protecting Migrant Children from Trafficking and Exploitation (2013–2015)	EU-funded \$2.7 million, 3-year program implemented by UNICEF, the IOM, the UNHCR, and the Government to combat child trafficking, largely in migrant communities.(3, 11, 51)
Zambia National Service Skills Training Camps†	Government program, provides life-skills training camps for at-risk youth, including for victims of the worst forms of child labor.(16, 30)
Youth Empowerment Fund†	Government program, provides start-up capital for youth to start businesses, based on their skills.(1)
School Feeding Program†	Ministry of Education program, initiated by the WFP, provides meals for children who attend school.(1, 52)

* Program was launched during the reporting period.

† Program is funded by the Government of Zambia.

Although Zambia has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem, particularly for children working in agriculture and mining, and those working on the streets.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Zambia (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify the CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography.	2013 – 2015
	Harmonize legislation to ensure that penalties for child commercial sexual exploitation are consistent.	2009 – 2015
	Determine through statutory instrument the “school-going age” for compulsory education consistent with international law.	2012 – 2015
Enforcement	Make information publicly available on the Labor Inspectorate funding, training, inspections, and the number of child labor violations found, penalties imposed, and whether unannounced inspections are conducted.	2015
	Strengthen the Labor Inspectorate by initiating routine inspections, rather than performing inspections based solely on complaints received.	2015
	Ensure that a sufficient number of labor inspectors, based on the ILO standard, are available.	2015
	Ensure adequate funding, human resources, and training for law enforcement agencies.	2010 – 2015
	Ensure inspections cover all areas in which children work, including registered and unregistered businesses.	2013 – 2015
	Establish District Child Labor Committees in remaining districts.	2011 – 2015
	Make information publicly available on criminal law enforcement trainings, investigations, violations, prosecutions, and convictions.	2014 – 2015
Coordination	Improve lines of communication and clarify responsibilities among agencies to improve effectiveness and referrals to social services.	2011 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Education Policy.	2013 – 2015
	Provide adequate funding to implement the National Child Labor Policy.	2012 – 2015
Social Programs	Publish the data on child labor from the 2008 Labor Force Survey.	2011 – 2015
	Provide free education, as required by the Education Act, 2011, and address other barriers to education.	2012 – 2015
	Create and implement programs to address the worst forms of child labor, particularly for street children and those working in the agriculture and mining sectors.	2011 – 2015

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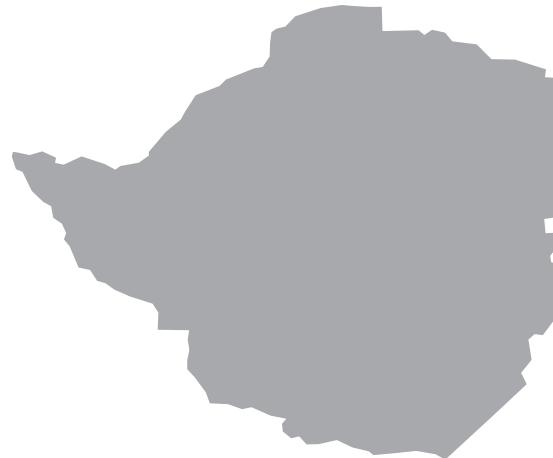
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Zimbabwe

MINIMAL ADVANCEMENT

In 2015, Zimbabwe made a minimal advancement in efforts to eliminate the worst forms of child labor. The Government of Zimbabwe passed the Labor Amendment Act to increase the minimum age for work from 15 to 16 years, and the minimum age for apprenticeships from 13 to 16 years. The Government also established an inter-ministerial anti-trafficking committee to create a national action plan on trafficking in persons and promote the reintegration and rehabilitation of trafficking victims, including children. However, children in Zimbabwe continue to engage in child labor in agriculture and mining. Zimbabwe continues to lack specific social programs targeting sectors in which child labor is most prevalent. Gaps remain in the country's legal framework against child labor, such as the lack of prohibitions of hazardous activities for children, and education is not compulsory or free, which increases children's vulnerability.



I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in Zimbabwe are engaged in child labor, including in agriculture and mining. The Government's 2014 Child Labor Survey report, released in 2015, determined that the number of children engaged in child labor between the ages of 5 and 17 increased from 341,000 in 2011 to 1.6 million in 2014.(1-4) Data on key indicators on children's work and education are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	7-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		89.2

Source for primary completion rate: Data from UNESCO Institute for Statistics, 2015.(5)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(6)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Production of tea,* cotton,* tobacco,*corn,* and sugarcane* (2, 3, 7-10)
	Fishing,* including casting nets,* hauling fish loads,* and sorting fish* (2, 3, 7, 8, 11)
	Forestry,* such as dragging logs from felling sites and loading logs for transport (2, 10)
	Cattle herding* (2, 3, 7)
Industry	Mining gold,* chrome,* and extracting material from underground passages and quarries*† (2, 3, 7, 12, 13)
Services	Street work, including vending, and begging* (2, 8-10, 14)
	Domestic work (2, 3, 8, 10, 15)
Categorical Worst Forms of Child Labor‡	Use in illicit activities, including drug trafficking* and gambling* (3, 7)
	Commercial sexual exploitation sometimes as a result of human trafficking* (2, 7, 10, 14, 16)
	Working in agriculture and domestic work, each as a result of human trafficking* (7, 16)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3 (d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor per se under Article 3(a) – (c) of ILO C. 182.




Zimbabwean children are trafficked to South Africa, Mozambique, and Zambia, where they become victims of commercial sexual exploitation and forced labor in domestic work. Zimbabwean children, especially orphans, are lured by family members with the promise of education or adoption, but instead are recruited to work within the country as domestic workers or forced to work in mining, drug smuggling, or other illegal activities.(17) During the reporting period, an NGO hotline, Childline, reported that 134 boys and 146 girls sought assistance after being sexually, physically, and sometimes verbally abused by their domestic work employers. (2) There are also reports of Mozambican children subjected to forced labor in Zimbabwe, including in street vending. (17)

According to UNICEF, approximately 100,000 of Zimbabwe's 1.3 million orphans survive on their own in child-headed households.(18) The breakdown of the family unit and poverty are major factors in children's vulnerability to child labor.(7, 11, 18, 19) Citizenship is derived from birth, but many children, especially orphans and children living in rural areas, are not registered due to poverty and lack of awareness of the requirements. (3, 7, 19) Children are unable to sit for exams and move on to secondary school without a birth registration, leading some to enter the workforce at a young age.(7, 19) School fees are often prohibitively expensive and limit access to education.(8, 11, 19). The deterioration of Zimbabwe's economy and manufacturing sector has also led to a recent increase in child labor.(8)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Zimbabwe has ratified all key international conventions concerning child labor (Table 3).

Table 3. Ratification of International Conventions on Child Labor

Convention	Ratification
 ILO C. 138, Minimum Age	✓
ILO C. 182, Worst Forms of Child Labor	✓
 UN CRC	✓
UN CRC Optional Protocol on Armed Conflict	✓
UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
 Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Section 3 of the Labor Amendment Act (15, 20, 21)
Minimum Age for Hazardous Work	Yes	18	Section 11(4) of the Labor Act (20)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 11(4) of the Labor Act(20), Section 10A of the Children's Act
Prohibition of Forced Labor	Yes		Sections 54 and 55 of the Constitution; Section 4A of the Labor Act (20, 22)
Prohibition of Child Trafficking	Yes		Section 3 of the Trafficking in Persons Act (23)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 87 of the Criminal Law Act; Section 3 of the Sexual Offenses Act; Section 8(2) of the Children's Protection and Adoption Act; Section 3 of the Trafficking in Persons Act (7, 10, 23-25)
Prohibition of Using Children in Illicit Activities	Yes		Section 156 of the Criminal Law Act; Section 10 of the Children's Protection and Adoption Act (7)
Minimum Age for Compulsory Military Recruitment	Yes	18	Section 9 of the National Service Act (26)
Minimum Age for Voluntary Military Service	Yes	16	Section 5 and 10 of the National Service Act (26)
Compulsory Education Age	No		
Free Public Education	No		

Zimbabwe

MINIMAL ADVANCEMENT

Both Zimbabwe's Constitution and Children's Act state that children under the age of 18 should be protected from child labor unless working as a part of a course in a technical or vocational school. In addition, the 2015 Labor Amendment Act raised the minimum age for work from 15 to 16 and the minimum age for apprenticeships from 13 to 16.(21) Zimbabwean law does not mandate free schooling or establish a compulsory age for children's education.(27) The lack of a basic education may increase the risk of children's involvement in child labor.(3, 7, 19) Section 19 (3)(a) – (b) of the Constitution addresses child labor by requiring legislation to protect children from exploitative labor practices and from work that is inappropriate for their age or could harm their well-being, education, physical or mental health, or spiritual, moral, or social development.(7, 22)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Public Service, Labor, and Social Welfare (MPSLW) and Department for Child Welfare and Probation Services	Enforce labor laws and investigate labor-related complaints, including complaints involving child labor. Responsible for child protection services, including investigating, intervening in, and reporting on child abuse cases.(7, 10)
Zimbabwe Republic Police (ZRP)	Enforce laws relating to the worst forms of child labor in conjunction with the MPSLW and the Ministry of Justice and Home Affairs.(7) Address issues related to child labor through victim-friendly units in every district. Conduct transnational trafficking investigations through an anti-trafficking desk at Zimbabwe's INTERPOL office.(7)
Ministry of Justice and Legal Affairs	Oversee all courts, including labor courts. Address trafficking and child victim cases through victim-friendly courts.(7)

During the year, the Department for Child Welfare and Probation Services (DCWPS), under the Ministry of Public Service, Labor and Social Welfare (MPSLW), trained 9,000 child care workers to identify victims of child labor and report suspected child labor violations.(2)

Labor Law Enforcement

In 2015, labor law enforcement agencies in Zimbabwe did not take actions to combat child labor, including its worst forms.

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown* (10)	Unknown* (2)
Number of Labor Inspectors	Unknown* (10)	Unknown* (2)
Number of Child Labor Dedicated Inspectors	Unknown* (10)	Unknown* (2)
Inspectorate Authorized to Assess Penalties	Unknown* (10)	Unknown* (2)
Training for Labor Inspectors		
■ Initial Training for New Employees	Unknown* (10)	Unknown* (2)
■ Training on New Laws Related to Child Labor	Unknown* (10)	Unknown* (2)
■ Refresher Courses Provided	Unknown* (10)	Yes (2)
Number of Labor Inspections		
■ Number Conducted at Worksite	Unknown* (10)	Unknown* (2)
■ Number Conducted by Desk Reviews	Unknown* (10)	Unknown* (2)
Number of Child Labor Violations Found	Unknown* (10)	Unknown* (2)
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown* (10)	Unknown* (2)
■ Number of Penalties Imposed That Were Collected	Unknown* (10)	Unknown* (2)
Routine Inspections Conducted	Unknown* (10)	Unknown* (2)
■ Routine Inspections Targeted	Unknown* (10)	Unknown* (2)
Unannounced Inspections Permitted	Yes (10)	Yes (2)
Unannounced Inspections Conducted	Unknown* (10)	Unknown* (2)
Complaint Mechanism Exists	Unknown (10)	No (2)

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (10)	Yes (2)

*The Government does not make this information publicly available.

Research indicates that the Government continues to lack sufficient resources, mainly financial, to investigate child labor law violations.(2)

Criminal Law Enforcement

In 2015, criminal law enforcement agencies in Zimbabwe did not take actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Unknown* (10)	Unknown* (2)
■ Training on New Laws Related to the Worst Forms of Child Labor	Unknown* (10)	Unknown* (2)
■ Refresher Courses Provided	Unknown* (10)	Unknown* (2)
Number of Investigations	Unknown* (10)	Unknown* (2)
Number of Violations Found	Unknown* (10)	Unknown* (2)
Number of Prosecutions Initiated	Unknown* (10)	Unknown* (2)
Number of Convictions	Unknown* (10)	Unknown* (2)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Unknown* (10)	Unknown* (2)

*The Government does not make this information publicly available.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 8).

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Steering Committee to Address the Worst Forms of Child Labor	Address the worst forms of child labor. Chaired by the MPSSLW and includes several government ministries including the Ministries of Health and Child Care, Primary and Secondary Education, and Youth, Indigenization, and Economic Development. Also includes international organizations and civil society groups, such as workers' and employers' organizations.(28, 29)
Ministry-level Committee on Children's Issues	Coordinate government ministries' efforts related to children's issues, including child labor. Meets on a quarterly basis. The Committee includes the MPSSLW and the Ministries of Education, Women's Affairs, and Youth, Indigenization, and Economic Development.(7, 10, 29)
National Task Force on Street Children	Outline strategies to combat child labor, including feeding street children at drop-in centers, reuniting children with their families, and offering counseling sessions. Chaired by the MPSSLW and includes NGOs that work on street children's issues.(7, 29) Also includes the Ministry of Home Affairs, represented by the ZRP. Meets quarterly. (7, 29)
Anti- Trafficking Inter-Ministerial Committee*	Create a national action plan on trafficking in persons and promote the reintegration and rehabilitation of trafficking victims, including children.(2, 30)

* Mechanism to coordinate efforts to address child labor was created during the reporting period.

The National Steering Committee did not meet during the reporting period, and research did not find evidence that the task forces listed in Table 8 were active during 2015.(2)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Zimbabwe has established policies related to child labor, including its worst forms (Table 9).

Zimbabwe

MINIMAL ADVANCEMENT

Table 9. Policies Related to Child Labor

Policy	Description
National Action Plan to Combat Child Labor (NAP)	Strengthens understanding about child labor issues creates an entity to coordinate responses to the findings of this analysis. Consists of three focus areas: education assistance, poverty assistance through a cash transfer scheme, and health assistance.(7)
UNDAF (2012–2015) *	Outlines the key issues that the Government should address, including women's empowerment and gender equality; universal access to HIV/AIDS treatment; access to social protection services for vulnerable households; and access for all to basic social services, including education. Supports major data collection operations, including the Child Labor Survey, and aids in the development, planning, implementation, and monitoring of child labor issues.(31)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

Although the MOL, in collaboration with the ILO, previously conducted a child labor rapid assessment that prompted the development of the National Action Plan to Combat Child Labor, the government took no action to operationalize the plan, and did not use the results of the assessment to inform policies or programs.(2)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Zimbabwe funded and participated in programs that may contribute to the prevention or elimination of child labor (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
Phase II of the National Action Plan for Orphans and Vulnerable Children (NAP OVC II) (2011–2015)†	UNICEF Child Protection Fund program that includes a focus on equity and access to quality education for children and providing child protection services. Provides a cash transfer program that encourages families to keep children in school.(14, 32, 33) With funding from the European Commission and the Governments of the Netherlands, Sweden, and the UK, provides food and health services to high-risk families, including child-headed households. Also provides protection services for child victims of abuse, violence, and exploitation.(14, 32, 33). During the year, the Government continued its financial support by compensating officials that manage the program and by providing program oversight. (2, 32, 33).
Child- Labor- Free Zones	Hivos-funded program that establishes child-labor-free zones through the Coalition Against Child Labor in Zimbabwe (CACLAZ). The CACLAZ includes the African Network for the Prevention and Protection Against Child Abuse and Neglect, Progressive Teachers Union of Zimbabwe, and the General Agriculture and Plantation Workers Union in Zimbabwe. In 2015, the CACLAZ established child-labor-free zones in two wards of the district of Chiredzi. Teachers, labor inspectors, police officers, and other stakeholders support this initiative by sending child laborers back to school.(34)
Basic Education Assistance Module†	Government program, supported by the UK Department for International Development, which provides basic financial assistance to families for education costs, such as tuition and examination fees. Aims to keep children in school and to enroll children who lack access to school as a result of economic hardship.(33, 35, 36)

† Program is funded by the Government of Zimbabwe.

Although Zimbabwe has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Zimbabwe (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure the law establishes free and compulsory education for children through age 15.	2009 – 2015
Enforcement	Ensure adequate funding, human resources, and training for the labor law inspectorate to conduct child labor inspections.	2009 – 2015

Table 11. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Enforcement	Make information publicly available regarding: <ul style="list-style-type: none"> ■ the labor inspectorate's funding, ■ the number of labor inspectors, ■ the number of child labor dedicated inspectors, ■ whether the labor inspectorate is authorized to assess penalties and how it trains its inspectors, ■ the total number of labor inspections, as well as the number of conducted at worksites or by desk review, ■ the number of child labor violations found and whether penalties imposed and collected, ■ whether routine inspections are conducted or targeted, and ■ whether unannounced inspections are conducted. 	2009 – 2015
	Make information publicly available about the training system for investigators, number of investigations, number of violations found, number of prosecutions initiated, number of convictions achieved, and availability of a referral mechanism.	2015
	Establish a mechanism to receive child labor complaints.	2015
Coordination	Ensure that the National Steering Committee and task forces coordinate to address the worst forms of child labor, including trafficking in persons.	2011 – 2015
Government Policies	Implement the National Action Plan to Combat Child Labor.	2010 – 2015
Social Programs	Ensure that children are registered at birth to facilitate their entrance into secondary school.	2014 – 2015
	Expand existing programs to address the scope of the child labor problem.	2010 – 2015

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Zimbabwe

MINIMAL ADVANCEMENT

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Non-Independent Countries and Territories

There is limited information regarding child labor and government efforts to combat it in non-independent countries and territories eligible for GSP benefits. Obtaining data on the prevalence and distribution of the worst forms of child labor is difficult, and statistics on child work and school attendance are often not available from the sources used in this report. In some cases, there is no evidence to suggest that the worst forms of child labor exist in certain territories. In these cases, when laws appear to meet the guidelines called for in ILO C. 182 and embodied in the TDA, and the territory has a good enforcement framework, no suggested actions have been included.

In regard to ratification of key international conventions concerning child labor, these non-independent countries and territories generally are not eligible to become members of the ILO. Even though they are not members of the ILO, ILO C. 138 and ILO C. 182 may extend to some of them.^(1, 2) Similarly, ratification of other conventions, such as the UNCRC, may also apply to some of them.

Across non-independent countries and territories, research indicates a variety of legal structures that govern laws and regulations related to child labor, including its worst forms. Some territories are self-governing, except in the areas of foreign affairs and defense. Domestic laws in the Metropoli do not generally apply to these territories, unless explicitly extended. In other territories, certain domestic laws of the Metropoli apply, and in a few territories, all domestic laws in the Metropoli apply.

Research found some information on the efforts of non-independent countries and territories in the areas of laws and regulations, enforcement, coordination, policies, and programs, but this information in many cases was limited.

Assessments

Evidence suggests that the worst forms of child labor are an issue in some non-independent countries and territories. These entities are assessed in the same manner that all other countries

are assessed in this report. Other non-independent countries and territories do not appear to have a problem with the worst forms of child labor. These entities fall into three types.

The first type of non-independent country and territory is one in which the population of children is either non-existent or extremely small (under 50). For this reason, ILAB does not write profiles on these territories. The three territories that fit this category are Heard and McDonald Islands, the Pitcairn Islands, and the British Indian Ocean Territories/Chagos Archipelago. The Heard and McDonald Islands are uninhabited, and the population of the Pitcairn Islands is less than 50 people.⁽³⁾ The British Indian Ocean Territories/Chagos Archipelago is inhabited by U.S. and U.K. military personnel.⁽⁴⁾

The second type of non-independent country and territory is one with no evidence of a worst form of child labor problem and with a good legal and enforcement framework. Given both the lack of a demonstrated problem and the presence of a preventive legal and enforcement framework, ILAB does not assess the efforts of or include suggested actions for these territories. Such entities will be marked “No Assessment.” Wallis and Futuna was the only territory not assessed in 2015.

The third type of non-independent country and territory is one assessed by advancement. A country or territory in this group received an assessment of advancement indicating whether it was making significant, moderate, minimal, or no advancement in its efforts to prevent or eliminate the worst forms of child labor. For 2015, Cook Islands and Western Sahara received an assessment of Moderate Advancement; Anguilla, Falkland Islands (Islas Malvinas), and the West Bank and the Gaza Strip received an assessment of Minimal Advancement; and the British Virgin Islands, Christmas Island, Cocos (Keeling) Island, Montserrat, Niue, Norfolk Island, Saint Helena, Ascension and Tristan da Cunha, and Tokelau received an assessment of No Advancement.

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In 2015, Anguilla made a minimal advancement in efforts to eliminate the worst forms of child labor. During the reporting period, the Government, in consultation with the Department for International Development and the Safeguarding Children in the Overseas Territories Project, developed the Safeguarding Children in Anguilla Guidelines to increase the government's capacity to address child protection issues. The Government also signed the Inter-Agency Child Protection Protocol to facilitate interagency collaboration on child protection issues. However, although the problem does not appear to be widespread, children in Anguilla are engaged in the worst forms of child labor, specifically in commercial sexual exploitation. The law in Anguilla does not appear to prohibit children ages 14 to 18 from engaging in dangerous work or provide a comprehensive list of hazardous occupations prohibited for children. The Government's laws also fail to prohibit the use of children in illicit activities. Additionally, social programs do not address the scope of the problem concerning commercial sexual exploitation of children.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Although the problem does not appear to be widespread, children in Anguilla are engaged in the worst forms of child labor, including in commercial sexual exploitation.(1, 2) Data on key indicators on children's work and education are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		Unavailable

Source for primary completion rate was unavailable from UNESCO Institute for Statistics, 2015.(3)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Categorical Worst Forms of Child Labor‡	Commercial sexual exploitation* (1, 2)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Research has found no evidence that the Government of Anguilla collects or disseminates information regarding the prevalence and nature of the commercial sexual exploitation of children and other worst forms of child labor.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR



British Overseas Territories (BOTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they do not form part of the UK. They are self-governing, except in the areas of foreign affairs and defense. Domestic UK law does not generally apply to BOTs, unless explicitly extended, and conventions ratified under UK law need to be officially extended to BOTs.

The following convention has been extended to Anguilla (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	

Table 3. Ratification of International Conventions on Child Labor (cont)

	Convention	Ratification
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Articles 1 and 3–4 of the Employment of Women, Young Persons and Children Act; Articles 1–2 of the Employment of Children (Restriction) Act (5, 6)
Minimum Age for Hazardous Work	Yes	14	Articles 1 and 3–4 of the Employment of Women, Young Persons and Children Act; Articles 1–2 of the Employment of Children (Restriction) Act (5, 6)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 4 and 6 of the Employment of Women, Young Persons and Children Act (6)
Prohibition of Forced Labor	Yes		Article 4 of the Constitution; Articles 147–148 and 152–153 of the Criminal Code (7, 8)
Prohibition of Child Trafficking	Yes		Articles 152–153 of the Criminal Code (8)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 147–148, 150, and 152–153 of the Criminal Code (8)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A		
Compulsory Education Age	Yes	17	Article 117 of the Education Act (10)
Free Public Education	Yes		Article 106 of the Education Act (10)

* No conscription (9)

Article 3 of the Employment of Women, Young Persons and Children Act prohibits children under age 14 from working in industrial undertakings such as mining, manufacturing, and construction. Article 2 of the Employment of Children (Restriction) Act prohibits children under age 14 from engaging in any occupation likely to be injurious to their health or safety.(5, 6) Although Anguillan law prohibits some hazardous work for children under age 18, it allows children over age 16 to engage in night work in industrial undertakings in the manufacturing of raw sugar.(6)

Although the Criminal Code prohibits the use of a child for prostitution, it does not address the use of a child for the production of pornography. Additionally, research could not determine whether Anguillan law prohibits the use of children in illicit activities, such as drug trafficking.(8)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Research found no evidence that law enforcement agencies in Anguilla took actions to combat child labor, including its worst forms, during the reporting period (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Department of Labor of the Ministry of Finance, Economic Development, Investments, and Tourism	Enforce child labor laws through the Labor Commissioner, pursuant to the Employment of Children (Restriction) Act.(5, 12)
Department of Social Development of the Ministry of Social Development	Safeguard the well-being of children and investigate reports of child abuse.(13, 14)
Royal Anguilla Police Force	Investigate child protection cases.(13, 14)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 6).

Table 6. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Ministry of Social Development	Implement child protection efforts and ensure Anguilla complies with the CRC.(15, 16)

The Government of Anguilla coordinates child protection issues through the Ministry of Social Development.(16) However, the extent to which the Ministry addressed the worst forms of child labor during the reporting period, particularly the commercial sexual exploitation of children, is unclear.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Anguilla has established policies related to child labor, including its worst forms (Table 7).

Table 7. Policies Related to Child Labor

Policy	Description
Child Protection National Action Plan*	Calls for the development of the Child Protection Protocols. Implemented by the Ministry of Social Development in consultation with UNICEF.(15, 17, 18)
Safeguarding and Child Protection Protocols and Procedures*†	Provides guidance and support on identifying, reporting, investigating, managing, and prosecuting child abuse cases. Developed by the Ministry of Social Development in conjunction with UNICEF.(13, 14, 16) Aims to address legislative gaps in the protection of children.(17, 19)
Inter-Agency Child Protection Protocol*†	Provides a framework for interagency collaboration on child protection issues. Signed by representatives of the Ministry of Social Development's Departments of Social Development, Education, and Probation, as well as by the Royal Anguilla Police Force and the Health Authority of Anguilla. Developed in consultation with UNICEF.(20, 21)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

† Policy was approved during the reporting period.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Anguilla funded and participated in social programs that may contribute to the prevention or elimination of child labor (Table 8).

Table 8. Social Programs to Address Child Labor

Program	Description
Safeguarding Children in Anguilla Project†	Ministry of Social Development media campaign that engages civil society groups on child protection issues.(16, 22)
Department for Youth and Culture Programming†	Department for Youth and Culture program that provides a range of cultural activities for children ages 11 to 18 during summer months; facilitates development of youth centers where young people can participate in educational activities.(16)
Child Safeguarding in the Overseas Territories Regional Project (2014–2016)	A \$1.2 million, 3-year project funded by the United Kingdom's Department for International Development in collaboration with UNICEF to increase the Government's capacity to safeguard children in the Eastern Caribbean.(23)

† Program is funded by the Government of Anguilla.

Research could not determine whether these initiatives have an impact on the commercial sexual exploitation of children. Research also found no evidence that the Government has carried out programs that specifically address the commercial sexual exploitation of children.

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Anguilla (Table 9).

Table 9. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure the law prohibits all children under age 18 from engaging in hazardous work.	2011 – 2015
	Ensure the law prohibits the use of children for the production of pornography.	2015
	Ensure the law prohibits the use of children in illicit activities, such as drug trafficking.	2014 – 2015
Enforcement	Collect, analyze, and disseminate information regarding the enforcement of relevant laws protecting children from commercial sexual exploitation.	2009 – 2015
Coordination	Ensure there is a coordinating mechanism to combat the commercial sexual exploitation of children.	2009 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into the Child Protection National Action Plan, the Safeguarding and Child Protection Protocols, and the Inter-Agency Child Protection Protocol.	2010 – 2015
Social Programs	Collect, analyze, and disseminate information regarding the prevalence and nature of the commercial sexual exploitation of children and about other worst forms of child labor, in order to guide the development of policies and programs to address the problem.	2009 – 2015
	Institute programs to address the worst forms of child labor in commercial sexual exploitation.	2015

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- UCW. *Analysis of Child Economic Activity and School Attendance Statistics from National Household or Child Labor Surveys*. Analysis received December 18, 2015. Reliable statistical data on the worst forms of child labor are especially difficult to collect given the often hidden or illegal nature of the worst forms. As a result, statistics on children's work in general are reported in this chart, which may or may not include the worst forms of child labor. For more information on sources used, the definition of working children and other indicators used in this report, please see the "Children's Work and Education Statistics: Sources and Definitions" section of this report.
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23. UNICEF. *New DFID-UNICEF Project to Safeguard Children in the British Overseas Territories*; February 28, 2014. http://www.unicef.org/easterncaribbean/ECAO_Monsterrat_launch.pdf.

In 2015, the British Virgin Islands made no advancement in efforts to prevent the worst forms of child labor. Although information suggests that the worst forms of child labor are not a problem, the Government appears to lack a complete preventive legal framework to protect all children. The Government has not determined the types of hazardous work prohibited for children.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor, including its worst forms, exists in the British Virgin Islands.(1, 2)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

British Overseas Territories (BOTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they are not part of the UK. They are self-governing, except in the areas of foreign affairs and defense.(3) Domestic UK law does not generally apply to BOTs, unless explicitly extended to them, and conventions ratified under UK law need to be officially extended to BOTs.(3)

The following convention has been extended to the British Virgin Islands (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations concerning child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Article 128 of the Labor Code of 2010 (4)
Minimum Age for Hazardous Work	Yes	18	Article 130 of the Labor Code of 2010 (4)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 130 of the Labor Code of 2010 (4)
Prohibition of Forced Labor	Yes		Article 14 of the Constitutional Order 2007; Section 201A of the Criminal Code; Article 130 of the Labor Code of 2010 (4-6)
Prohibition of Child Trafficking	Yes		Section 201A of the Criminal Code (6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 284A of the Criminal Code; Article 130 of the Labor Code of 2010 (4, 6)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*†		
Minimum Age for Voluntary Military Service	N/A*†		
Compulsory Education Age	Yes	16	Division 3, Paragraph 28 of the Education Act 2004 (7)

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Free Public Education	Yes		Article 22 of the Constitutional Order of 2007; Section 17 of the Education Act 2004 (5, 7)

* No conscription (3, 8)

† No standing military (3)

While the Labor Code specifies that hazardous work is to be defined by the Minister, the government has not yet determined the types of hazardous work prohibited for children. The Government plans to establish a committee of officials from the Ministry of Education and Culture, the Ministry of Health and Social Development, the Ministry of Natural Resources and Labor, and the Deputy Governor's Office to develop a list of hazardous occupations prohibited to children.(1)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the UK Government has established an institutional mechanism for the enforcement of labor laws for the British Virgin Islands (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor	Enforce labor laws and collect data and statistics on violations of the Labor Code.(4)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

In 2015, the Government of the British Virgin Islands participated in programs that may contribute to the prevention or elimination of child labor (Table 4).

Table 4. Social Programs to Address Child Labor

Program	Description
Child Safeguarding in the Overseas Territories Regional Project (2014–2016)	A \$1.2 million, 3-year project funded by the United Kingdom's Department for International Development and implemented by UNICEF to increase the Governments' capacity to safeguard children in the Eastern Caribbean.(9)
Child Protection Programs	Government-initiated actions, with assistance from UNICEF, related to the protection of children. Actions include efforts by the Ministry of Health to identify the barriers and bottlenecks inhibiting the full implementation of children's rights in health, education, and child protection, as well as two initiatives involving budgeting resources for children's issues.(1)

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in the British Virgin Islands (Table 5).

Table 5. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Determine the types of hazardous work prohibited for children, in consultation with employers' and workers' organizations.	2012 – 2015
	Ensure that the use of children in illicit activities, including the production and trafficking of drugs, is criminally prohibited.	2015

REFERENCES

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Christmas Island

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

In 2015, Christmas Island made no advancement in efforts to prevent the worst forms of child labor. Although research found no evidence that child labor, including the worst forms, exists in Christmas Island, a gap in the legal framework for light work leaves children vulnerable to involvement in the worst forms of child labor.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor, including its worst forms, exists on Christmas Island.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Christmas Island Act 1958 and the Acts Interpretation Act 1901 provide that Christmas Island is included as part of the territory of Australia, as denoted by law.(2, 3) Accordingly, all legislation of the Federal Parliament applies to this territory, unless specifically excluded, including Australia's ratification of conventions.(4)

Because Australia has ratified most key international conventions concerning child labor, the following conventions apply to Christmas Island (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

Christmas Island is subject to the child labor laws of the state of Western Australia.(1) The Government of Western Australia has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 190 of the Western Australia Children and Community Services Act (5)
Minimum Age for Hazardous Work	Yes	18	Sections 2.28 and 10.4 of the Western Australia Mines Safety and Inspection Regulations; Section 121.10–121.11 of the Liquor Control Act (6, 7)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 192 of the Western Australia Children and Community Services Act; Sections 2.8 and 10.4 of the Western Australia Mines Safety and Inspection Regulations; Sections 121.10–121.11 of the Liquor Control Act (6)
Prohibition of Forced Labor	Yes		Sections 270.6–270.7 of the Commonwealth Criminal Code Act of Australia; Crimes Legislation Amendment Act (8, 9)
Prohibition of Child Trafficking	Yes		Sections 271.2–271.7 of the Commonwealth Criminal Code Act of Australia; Crimes Legislation Amendment Act (8, 9)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 16 of the Western Australia Prostitution Act; Section 192 of the Western Australia Children and Community Services Act; Sections 271.2–271.7 of the federally-enacted Commonwealth Criminal Code Act of Australia; Crimes Legislation Amendment Act (5, 8–12)

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Using Children in Illicit Activities	Yes		Sections 309–310 of the Commonwealth Criminal Code Act of Australia; Crimes Legislation Amendment Act (8, 9)
Minimum Age for Compulsory Military Service	N/A*		Canberra Act (13)
Minimum Age for Voluntary Military Service	Combat: Yes Non-Combat: Yes	18 17	Canberra Act (13)
Compulsory Education Age	Yes	17‡	Section 6 of the Western Australia School Education Act (14)
Free Public Education	Yes		Section 98 of the Western Australia School Education Act (14)

* No conscription (13)

‡ Age calculated based on available information (14)

According to the Western Australia School Education Act, education is compulsory until the end of the year in which a child reaches age 17 years and 6 months; until the child finishes the minimum requirements for secondary school graduation under the Curriculum Council Act of 1997; or until the child reaches age 18, whichever comes first.(14)

The Children and Community Services Act sets the minimum age for light work in delivery employment at 10 years. This is not in compliance with international standards, which set the minimum age for light work at 13.(5)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a problem, the Government of Australia has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms, which apply to Christmas Island (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Australian Federal Police, the Department of Immigration, and the Department of Regional Development	Enforce criminal laws related to the worst forms of child labor.(11, 15)
Australian Federal Police	Investigate the commercial sexual exploitation of children, including pornography.(11)
Australian Federal Police: Human Trafficking Teams	Investigate human trafficking for transnational sexual and labor exploitation.(12, 15)
Australian Federal Police: Child Protection Operations Team	Coordinate and investigate online and multijurisdictional online child sex exploitation issues, including child pornography.(11, 12, 15)
Department of Child Protection	Issue orders to stop a child from working if there is a risk of harm.(8, 16)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

Christmas Island

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, a suggested action is identified that would advance the continued prevention of child labor, including its worst forms, in Christmas Island (Table 4).

Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Raise the minimum age for all light work to 13 to comply with international standards.	2015

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Cocos (Keeling) Islands

NON-INDEPENDENT COUNTRIES AND TERRITORIES

NO ADVANCEMENT

In 2015, the Cocos (Keeling) Islands made no advancement in efforts to eliminate the worst forms of child labor. Although research found no evidence that child labor, including its worst forms, exists in the Cocos (Keeling) Islands, gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor, including a minimum age for light work that is below international standards.




I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in the Cocos (Keeling) Islands.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Cocos Keeling Islands Act 1955 provides that the Cocos (Keeling) Islands are included as part of Australia, as denoted by law.(2) Accordingly, all legislation of the federal parliament applies to these territories, unless specifically excluded, including Australia's ratification of conventions.(3) Because Australia has ratified most key international conventions concerning child labor, the following conventions apply to the Cocos (Keeling) Islands (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Cocos (Keeling) Islands are subject to the child labor laws of the state of Western Australia.(4, 5) The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Section 190 of the Children and Community Services Act (6)
Minimum Age for Hazardous Work	Yes	18	Sections 2.28 and 10.4 of the Mine Safety and Inspection Regulations; Section 121(10) and (11) of the Liquor Control Act (7, 8)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 192 of the Children and Community Services Act; Sections 2.28 and 10.4 of the Mine Safety and Inspection Regulations; Sections 10, 11, and 121 of the Liquor Control Act (6-8)
Prohibition of Forced Labor	Yes		Sections 270.6 and 270.7 of the Commonwealth Criminal Code Act; Crimes Legislation Amendment Act (9, 10)
Prohibition of Child Trafficking	Yes		Sections 271.2–271.7 of the Commonwealth Criminal Code Act; Crimes Legislation Amendment Act (9, 10)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 16 of the Prostitution Act; Section 192 of the Children and Community Services Act; Sections 271.2–271.7 of the Commonwealth Criminal Code Act; Crimes Legislation Amendment Act (6, 9-13)
Prohibition of Using Children in Illicit Activities	Yes		Section 309 of the Commonwealth Criminal Code Act (9)

Cocos (Keeling) Islands

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service*	Combat: Yes Non-Combat: Yes	18 17	Canberra Act (14)
Minimum Age for Compulsory Military	N/A*		
Compulsory Education Age	Yes	17‡	Section 6 of the Western Australia School Education Act (15)
Free Public Education	Yes		Section 98 of the Western Australia School Education Act (15)

* No conscription (14)

‡ Age calculated based on available information (15)

According to the Western Australia School Education Act, education is compulsory until the end of the year in which a child reaches the age of 17 years and 6 months; until the child finishes the minimum requirements for secondary school graduation under the Curriculum Council Act of 1997; or until the child reaches the age of 18, whichever comes first.(15)

The Children and Community Services Act sets the minimum age for light work in delivery employment at 10 years. This is not in compliance with international standards, which sets the minimum age for light work at 13 years.(6)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a problem, the Government of Australia has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms, which apply to the Cocos (Keeling) Islands (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Australian Federal Police	Investigate the commercial sexual exploitation of children, including pornography. In the case of the Department of Immigration and the Department of Regional Development, enforce criminal laws related to the worst forms of child labor.(13) In the case of the Human Trafficking Team, maintain jurisdiction in trafficking matters and investigate human trafficking for transnational sexual and labor exploitation. (11) In the case of the Child Protection Operations Team, coordinate and investigate online and multijurisdictional online child sexual exploitation.(11, 13)
Department of Child Protection	Issue orders to stop a child from working if there is a risk of harm.(13)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, a suggested action is identified that would advance the continued prevention of child labor, including its worst forms, in the Cocos (Keeling) Islands (Table 4).

Table 6. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Raise the minimum age for all light work to 13 to comply with international standards.	2015

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Cook Islands

MODERATE ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

In 2015, the Cook Islands made a moderate advancement in efforts to prevent the worst forms of child labor. The Government joined the ILO, finalized a youth policy, and released the results of a study on youth, including their employment activities. The Government continued its participation in the UN Development Assistance Framework for the Pacific Region, which includes youth initiatives related to access to education and security in the Cook Islands. Although research found no evidence that child labor, including its worst forms, exists in the Cook Islands, gaps in the Government's legal framework may make children more vulnerable to engaging in prostitution and pornography or being used in illicit activities.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in the Cook Islands.(1)

Table 1 provides key statistics on children's work and education in the Cook Islands.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		103.5

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(2)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(3)




II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The Cook Islands is a self-governing territory in free association with New Zealand.(4) The territory follows a combination of its own laws and some of the laws of New Zealand and the United Kingdom that were enacted prior to self-government in 1965. There are no armed forces in the Cook Islands.(5, 6) New Zealand is responsible for the Cook Islands' defense at its request and in consultation with the Cook Islands.(5)

Since 1988, no treaty signed, ratified, accepted, approved, or acceded to by New Zealand extends to the Cook Islands, unless New Zealand acted expressly on behalf of the Cook Islands.(7)

The Cook Islands joined the ILO in June 2015 and has ratified one key international convention concerning child labor (Table 2).

Table 2. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 3).

Table 3. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	13	Article 30 of the Employment Relations Act (9)
Minimum Age for Hazardous Work	Yes	18	Article 73.2 of the Employment Relations Act (9)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 73 of the Employment Relations Act (9); Industrial and Labor Ordinance (1, 10)
Prohibition of Forced Labor	Yes		Article 3 of the Prohibition of Forced or Compulsory Labor Ordinance (11); Article 109I of the Crimes Amendment Act (12)
Prohibition of Child Trafficking	Yes		Article 109I of the Crimes Amendment Act (12)
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	17	Article 33 of the Government of New Zealand's Defense Act (13)
Compulsory Education Age	Yes	16	Article 23.1 of the Education Act (14)
Free Public Education	Yes		Article 22.2 of the Education Act (1, 14)

* No conscription (15)

In 2012, the Cook Islands enacted the Employment Relations Act, which prohibits children younger than age 13 from being employed.(9, 16) The Act also prohibits a school-aged person, defined as ages 13 to 16, from working during normal school hours, working for more than 10 hours a week outside of school hours, or doing work that is not considered light work.(9)

The Crimes Act and the 2004 Amendment prohibit prostitution, but do not address child commercial sexual exploitation, including child pornography.(12, 17, 18) In 2010, the Government began a comprehensive review of the Crimes Act to amend provisions to include criminalizing child prostitution and child pornography.(17, 19, 20) The Act has yet to be modified.(1) A draft Family Law Bill, which will include legislation on child protection, has been pending since 2014.(1)

Laws specifically prohibiting the use of children for illicit activities do not exist.(1)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms in the Cook Islands (Table 4).

Table 4. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
The Labor and Consumer Affairs Division of the Government	Implement child labor laws in the Cook Islands.(21)
Cook Islands Police Service	Enforce child labor laws.(1)
Ministry of Internal Affairs and Social Services, Employment and Labor Relations Office	Provide child services.(1)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address the worst forms of child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence a problem, the Government has established policies related to child labor, including its worst forms (Table 5).

Table 5. Policies Related to Child Labor

Policy	Description
Cook Islands National Youth Policy (2015–2020)	Identifies priority areas for youth, including education and work opportunities, health, and youth risk and resilience.(22)
UNDAF for the Pacific Region (2013–2017)	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island countries and territories: the Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(23) In the Cook Islands, includes different youth initiatives related to access to education and safety.(23, 24)

In 2015, the Government released a youth study that was published in conjunction with the UN Population Fund. The study indicated that children and young adults ages 15 through 24 were employed as laborers and in restaurants, accommodations, offices, and other areas in the Cook Islands; however the report did not specifically address whether children under age 18 were involved in child labor, including its worst forms.(25)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in the Cook Islands (Table 6).

Table 6. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ratify ILO Conventions 138 and 182.	2015
	Raise the minimum age for work to 15 to meet international standards.	2015
	Ensure the Crimes Act addresses and criminalizes commercial child sexual exploitation, including child pornography.	2012 – 2015
	Ensure the Family Law Bill meets international standards for child protection.	2014 – 2015
	Ensure the law prohibits the use of children in illicit activities.	2015
Government Policies	Clarify whether children identified in the youth study were involved in child labor, including its worst forms.	2015

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Falkland Islands (Islas Malvinas)

MINIMAL ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

In 2015, the Falkland Islands made a minimal advancement in efforts to prevent the worst forms of child labor. The Government's Safeguarding Children Board coordinated child protection efforts, including efforts to prevent the sexual abuse of children. Although there is no evidence that suggests the worst forms of child labor are a problem, the minimum ages for work and hazardous work do not meet international standards. The Government appears to lack a complete preventive legal framework to protect all children from trafficking for the purposes of labor exploitation. It also is unclear whether the use of children in drug production and trafficking is prohibited. These gaps leave children vulnerable to the worst forms of child labor.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor, including its worst forms, exists in the Falkland Islands.(1, 2)

II. LEGAL FRAMEWORK ON THE WORST FORMS OF CHILD LABOR

British Overseas Territories (BOTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they are not part of the UK. They are self-governing, except in the areas of foreign affairs and defense.(3) Domestic UK law does not generally apply to BOTs, unless explicitly extended, and conventions ratified under UK law need to be officially extended to BOTs.(3)

The following conventions have been extended to the Falkland Islands (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Section 4 of the United Kingdom Employment of Women, Young Persons, and Children Ordinance; Section 18 of the Children and Young Persons Act (4, 5)
Minimum Age for Hazardous Work	Yes	15	Section 4A of the United Kingdom Employment of Women, Young Persons, and Children Ordinance; Section 18 of the Children and Young Persons Act (4-6)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 3 of the Employment of Children Ordinance (4, 6)
Prohibition of Forced Labor	Yes		Chapter 1, Section 4 of the Falkland Islands Constitution Order (7); Part 1, Sections 57–60 of the Sexual Offences Act (8)
Prohibition of Child Trafficking	Yes		Part 1, Sections 57–60 of the Sexual Offences Act (8)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Part 1 of the Sexual Offences Act (8)
Prohibition of Using Children in Illicit Activities	Yes		Drug Trafficking Ordinance (6)
Minimum Age for Compulsory Military Recruitment	N/A*		

Falkland Islands (Islas Malvinas)

NON-INDEPENDENT COUNTRIES AND TERRITORIES

MINIMAL ADVANCEMENT

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	Combat: Non-Combat:	18 17	Legislative Title unknown (3)
Compulsory Education Age	Yes	16	Education Amendment Ordinance of 2008; Chapter 1, Section 12 of Falkland Islands Constitution Order (7, 9)
Free Public Education	Yes		Education Amendment Ordinance (9, 10)

* No conscription (11)

The Employment of Women, Young Persons, and Children Ordinance of 1968 (as amended in 2006) (the EWYPC Ordinance) and the Child and Young Persons Act extend to the Falkland Islands.(6) The EWYPC Ordinance makes it illegal to employ children under age 14 in work that exposes them to physical, psychological, or sexual abuse.(10) The EWYPC Ordinance protects these children from night work, work underground, work underwater, work at dangerous heights, and work in confined spaces, as well as from work that requires using dangerous machinery, equipment, or tools without training and supervision.(4, 6) Research did not find whether the Drug Trafficking Ordinance prohibits adults from using, procuring, and offering a child in the production and trafficking of drugs.(4, 6)

Although child trafficking has not been identified as a problem in the Falkland Islands, the UK legal system and Falkland Islands Ordinances do not appear to protect children, specifically young people older than age 16, from internal and cross-border trafficking for labor exploitation.(4, 7, 8)

The Government of the Falkland Islands passed the Children Ordinance of 2014 with the aim of providing additional legal protection for children on the islands.(12) Research did not find whether this law addresses child labor, including its worst forms.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established an institutional mechanism to monitor the implementation of child labor laws in the Falkland Islands (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Royal Falkland Islands Police	Enforce laws protecting children against abuses, including sexual abuses.(13)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a problem, the Falkland Islands has established a mechanism to prevent the worst forms of child labor (Table 4).

Table 4. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Falkland Islands Safeguarding Children Board	Ensure children's welfare, including protection from sexual abuses. Chaired by the Director of Health and Social Services, members include the Education Department, the Attorney General's Chambers, Social Services, Royal Falkland Islands Police, healthcare professionals, members of the Legislative Assembly, and a representative from the military community.(14) In 2015, the Safeguarding Children Board continued to raise awareness about child protection, including the need for prevention of child sexual abuse.(14)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

Falkland Islands (Islas Malvinas)

MINIMAL ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in the Falkland Islands (Table 5).

Table 5. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Raise the minimum age for work to 15 to comply with international standards	2015
	Ensure that the minimum age for hazardous work is 18 or it is 16 and (1) children receive adequate training in the type of work; and (2) the health, safety, and morals of children are protected.	2015
	Clarify whether the law prohibits the use of children in the production and trafficking of drugs.	2013 – 2015
	Clarify whether the law protects all children under age 18 from being trafficked for any purpose, including labor exploitation.	2012 – 2015
	Clarify whether the Children Ordinance of 2014 provides protection from child labor, including its worst forms.	2015

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In 2015, Montserrat made no advancement in efforts to prevent the worst forms of child labor. Although no information suggest that the worst forms of child labor are a problem, a gap in legislation prohibiting the use of children in illicit activities may leave children vulnerable to the worst forms of child labor.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Montserrat.(1)

Table 1 provides key indicators on children's work and education in Montserrat. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		68.9

Source for primary completion rate: Data from 2007 published by UNESCO Institute for Statistics, 2015.(2)




Data were unavailable from Understanding Children's Work Project's analysis, 2015.(3)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

British Overseas Territories (BOTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they are not part of the UK. They are self-governing, except in the areas of foreign affairs and defense.(4) Domestic UK law does not generally apply to BOTs, unless explicitly extended, and conventions ratified under UK law need to be officially extended to BOTs.(4)

The following convention has been extended to Montserrat (Table 2).

Table 2. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 3).

Table 3. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	16	Part 9 of the Montserrat Labor Code (5)
Minimum Age for Hazardous Work	Yes	18	Parts 9 and 10 of the Montserrat Labor Code (5)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Part 9 of the Montserrat Labor Code (5)
Prohibition of Forced Labor	Yes		Schedule II, No. 55 of the Constitution of Montserrat; and Part VIII-A, Sections 138A-B and D and Part XIV-A of the Montserrat Penal Code (6, 7)

Table 3. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Child Trafficking	Yes		Part VIII-A, Sections 138A-B and Part XIV-A of the Montserrat Penal Code (6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Parts VIII-A, Sections 138A-B and Part XIV-A of the Montserrat Penal Code (6)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	N/A		
Compulsory Education Age	Yes	16	Chapter II, Part 3 in the Montserrat Education Act (8)
Free Public Education	Yes		Chapter II, Part 1 in the Montserrat Education Act (8)

* No conscription (9-11)

While the Montserrat Labor Code prohibits the employment of children under age 16, it includes an exception allowing the employment of children older than age 14 in light work. In addition, children under age 18 may not be employed at night or in occupations designated as hazardous.(5) The Minister of Labor for Montserrat is entrusted with the responsibility of deciding what constitutes hazardous work.(5) Research did not find any law or regulation prohibiting the use of children in illicit activities.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 4).

Table 4. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Royal Montserrat Police Service	Enforce laws involving children.(12)
Department of Social Services	Employ social workers to work on child protection issues.(12)

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

The Government of Montserrat participated in a program that may include the goal of preventing child labor, including its worst forms (Table 5).

Table 5. Social Programs to Address Child Labor

Program	Description
UNICEF Program on Children's Rights, Policies, and Education, Multi-country (2012–2016)	UNICEF program to address children's rights in the Eastern Caribbean. Ensures the Government complies with convention reporting requirements on children's rights, and assists the Government with developing policies and laws to protect all children, especially vulnerable children.(13) Also includes preschool and other educational opportunities for vulnerable children.(13)

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Montserrat (Table 6).

Table 6. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish laws regarding the use of children for illicit activities.	2011 – 2015

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In 2015, Niue made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence of a child labor problem, the Government has not established adequate legal protection to prevent the worst forms of child labor. The law does not criminally prohibit the possession, distribution, and sale of child pornography or the use of children for illicit activities, including for the production and trafficking of drugs. In addition, Niue lacks a law that prohibits hazardous occupations and activities for children.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Niue.(1)




II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Niue is a self-governing territory of New Zealand and does not follow New Zealand laws. There are no armed forces in Niue, as New Zealand is responsible for Niue's defense.(2-4)

Since 1988, no treaty signed, ratified, accepted, approved, or acceded to by New Zealand extends to Niue, unless it was done expressly on behalf of Niue.(1)

Niue has ratified one key international convention concerning child labor (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	No		
Prohibition of Hazardous Occupations or Activities for Children	No		
Prohibition of Forced Labor	Yes		Article 37 of the Terrorism Suppression and Transnational Crimes Act (5)
Prohibition of Child Trafficking	Yes		Article 37 of the Terrorism Suppression and Transnational Crimes Act (5)
Prohibition of Commercial Sexual Exploitation of Children	No		
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*†		
Minimum Age for Voluntary Military Service	Yes	17	Government of New Zealand's general army requirement in Article 33 of the Defense Act (6)
Compulsory Education Age	Yes	16	Articles 2 and 24 of the Education Act (7)

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Free Public Education	Yes		Article 19 of the Education Act (7)
* No conscription (8)			

† No standing military (1)

Although Niue's Public Service Regulations prohibit the permanent employment of any person under age 18 in public service, minimum age protections do not apply to children working in the private sector.(9) In addition, Niue has not determined by national law or regulation the types of hazardous work prohibited for children.(1, 10)

Laws related to forced labor are not sufficient as only trafficking in persons, and not debt bondage or slavery, is prohibited. Laws prohibiting child trafficking are also insufficient because they include a force, abduction, fraud, or coercion element.(6) Commercial sexual exploitation of children, including the use or offering of a child for prostitution or pornography, is not criminally prohibited. In addition, the possession, distribution, or sale of child pornography is not criminally prohibited. Research also has not identified laws regarding the use of children for illicit activities, including for the production and trafficking of drugs.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms to monitor the implementation of child labor laws in Niue (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Niue Police Department	Enforce all laws, including those related to child labor, including its worst forms.(1)
Department of Justice	Investigate crimes specific to women and children, including cases involving the worst forms of child labor.(1)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Niue (Table 6).

Table 6. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Enact a minimum age for work in compliance with international standards.	2013 – 2015
	Determine the types of hazardous work prohibited for children under 18 in consultation with employers' and workers' organizations.	2013 – 2015
	Ensure that laws criminally prohibit the use of children for illicit activities, including for the production and distribution of drugs.	2013 – 2015
	Ensure that laws criminally prohibit child commercial sexual exploitation, including prostitution and the possession, distribution, and sale of child pornography.	2013 – 2015

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In 2015, Norfolk Island made no advancement in efforts to prevent the worst forms of child labor. Although research found no evidence that child labor, including its worst forms, exists in Norfolk Island, gaps in the legal framework fail to prevent children from involvement in the worst forms of child labor. Legislation also does not prescribe a minimum age for employment, prohibit hazardous work for children, or fully protect minors under age 18 from commercial sexual exploitation.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor, including its worst forms exists on Norfolk Island.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

According to the Government of Australia, the extent to which legislation, including laws implementing Australia's treaty obligations, applies to the external territories varies. In relation to Norfolk Island, legislation of the Federal Parliament applies only if it is clearly stated to do so or if it is obvious from the legislation in question that it was intended to do so. The territory follows a combination of its own laws and some of the laws of Australia.(2)

Evidence suggests that Australia's ratification of conventions applies to Norfolk Island (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

Norfolk Island is a self-governing territory of Australia.(1, 3) The Norfolk Island Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		Norfolk Island Employment Act (4)
Minimum Age for Hazardous Work	No		Norfolk Island Employment Act (4)
List of Hazardous Occupations Prohibited for Children	No		
Prohibition of Forced Labor	Yes		Sections 270.6, 270.7, 271.4, and 271.7 of the Commonwealth Criminal Code Act of Australia 1995; Crimes Legislation Amendment Act 2013; Parts 3.10 and Part 6.5 section 305 of the Norfolk Island Criminal Code Act 2007 (5-7)
Prohibition of Child Trafficking	Yes		Sections 271.4 and 271.7 of the Commonwealth Criminal Code Act of 1995 of Australia; Crimes Legislation Amendment Act 2013 (5, 6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Section 270.6 of the Commonwealth Criminal Code Act 1995 of Australia; Section 93N of the Criminal Code Amendment Act of 1993; Crimes Legislation Amendment Act 2013; and Part 6.5 Section 3.10 of the Norfolk Island Criminal Code Act 2007 (5-8)
Prohibition of Using Children in Illicit Activities	Yes		Section 305 of the Norfolk Island Criminal Code Act 2007 (7)

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Service*	Yes	18	Canberra Act(9)
Minimum Age for Voluntary Military Service*	Yes	17	Canberra Act (9)
Compulsory Education Age	Yes	15	Section 16(1) of the Norfolk Island Education Act (10)
Free Public Education	Yes		Section 14(1) of the Norfolk Island Education Act (10)

* No conscription (9)

In 2015, Australia passed the Norfolk Island Legislation Amendment Bill, which establishes that New South Wales (NSW) state laws will eventually apply to Norfolk Island following Commonwealth government consultation with Norfolk Island businesses and workers. While this legislation has the potential for improving legal protections for children engaged in child labor, including its worst forms, it is unclear whether all New South Wales laws will apply to Norfolk Island.(11)

Currently, there is no minimum age for employment on Norfolk Island. Children younger than age 15, however, are subject to limitations under the Norfolk Island Employment Act of 1988.(4) Children younger than age 15 may not work more than 20 hours a week, at night, or during school hours.(4) Parental consent and written agreement are required to employ persons younger than age 18.(12) Information is limited, but it does not appear that Norfolk Island has restrictions on hazardous child labor, and the Government has not developed a list of hazardous occupations prohibited to children. However, employers have a duty to provide a safe working environment as well as the required safety equipment and clothing, without any charge to their employees.(13)

Section 93N of the Criminal Law Amendment Act makes it illegal to employ a person younger than age 16 for the purposes of prostitution.(8) Therefore, the criminal laws currently in force fail to fully protect children ages 16 to 18 from commercial sexual exploitation.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Employment inspectors and child welfare officers	Monitor the employment of young workers and take action with regard to their protection, including the production of child pornography.(13)
Australian Federal Police	Enforce criminal laws related to the worst forms of child labor.(14) In the case of Human Trafficking Teams, investigate human trafficking for the purpose of transnational sexual and labor exploitation. (13) In the case of the Child Protection Operations Team, perform investigations and coordinates efforts to address online international child commercial sexual exploitation, child pornography, and child commercial sexual exploitation in the tourism industry.(14, 15)

In 2015, Norfolk Island employed approximately two labor inspectors to conduct regular workplace inspections.(12)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a problem, Norfolk Island is included in Australia's Interdepartmental Committee on Human Trafficking to address child labor, including its worst forms (Table 4).

Table 4. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
Interdepartmental Committee on Human Trafficking	Chaired by the Attorney General's Department, deals with child labor issues from a human trafficking perspective and consists of 10 government agencies including the Australian Federal Police; the Office for Women; the Department of Immigration and Border Protection; the Australian Crime Commission; the Department of Foreign Affairs and Trade; Fair Work Ombudsman; Fair Work Building and Construction; the Department of the Prime Minister and Cabinet; the Department of Education; and the Department of Employment.(3, 16)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the continued prevention of child labor, including its worst forms, in Norfolk Island (Table 5).

Table 5. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish a minimum age for employment equal to the compulsory education age.	2010 – 2015
	Establish laws to prohibit children under age 18 from engaging in hazardous work in consultation with employers' and workers' organizations.	2010 – 2015
	Ensure that all children younger than age 18 are protected from commercial sexual exploitation.	2010 – 2015

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Saint Helena, Ascensión, and Tristán da Cunha (formerly called Saint Helena)

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

In 2015, Saint Helena, Ascensión, and Tristán da Cunha made no advancement in efforts to eliminate the worst forms of child labor. Although information suggests that the worst forms of child labor are not a problem, gaps exist in the legal framework to prevent children from involvement in the worst forms of child labor. The Government lacks legislation prescribing a minimum age for work, and the minimum age for work on vessels, which the government has identified as hazardous, is too low. There are legislative gaps in the prohibition of trafficking of children for labor exploitation and the use of children for commercial sexual exploitation. These gaps make children vulnerable to the worst forms of child labor.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Research found no evidence that child labor, including its worst forms, exists in Saint Helena, Ascensión, and Tristán da Cunha.(1, 2)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

British Overseas Territories (BOTs) are territories under the jurisdiction and sovereignty of the United Kingdom (UK), but they are not part of the UK. They are self-governing, except in the areas of foreign affairs and defense.(3) Domestic UK law does not generally apply to the BOTs, unless it is explicitly extended to them, and conventions ratified under UK law need to be officially extended to the BOTs.(3)

The following conventions have been extended to Saint Helena, Ascensión, and Tristán da Cunha (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	No		
Minimum Age for Hazardous Work	Yes	18	Section 158 of Welfare of Children Ordinance (4, 5)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Section 158 (2) of the Welfare and Children Ordinance (5)
Prohibition of Forced Labor	Yes		Sections 8 (Saint Helena), 125 (Ascensión) and 190 (Tristán da Cunha) of the Constitution Order 2009; Articles 57–60 of UK Sexual Offences Act 2003 (6, 7)
Prohibition of Child Trafficking	Yes		Articles 57–60 of UK Sexual Offences Act 2003 (6)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Articles 47–51 of UK Sexual Offences Act 2003 (6); Sections 145 and 147 of Welfare of Children Ordinance(15)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*†		

Saint Helena, Ascensión, and Tristán da Cunha (formerly called Saint Helena)

NON-INDEPENDENT COUNTRIES AND TERRITORIES

NO ADVANCEMENT

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Voluntary Military Service	N/A*†		
Compulsory Education Age	Yes	16	Saint Helena and Tristán da Cunha—Section 34 of the Education Ordinance (1, 8)
		15‡	Ascensión—Ascensión Island Education Policy (9)
Free Public Education	Yes		Saint Helena—Section 16, Ascensión—Section 132, and Tristán da Cunha—Section 198, Constitution Order 2009 ; Saint Helena—Section 43, Education Ordinance ; and Ascensión—Education Policy 2010 (7-9)

* No conscription (10)

† No standing military (3, 10)

‡ Age calculation based on available information

Saint Helena, Ascensión, and Tristán da Cunha do not have laws establishing a minimum age for work.(11) The minimum age of 15 for work on vessels is not in compliance with international standards because the government of Saint Helena has reported that work on fishing vessels is hazardous.(1, 4).

The laws prohibiting forced labor in Saint Helena, Ascensión, and Tristán da Cunha are not sufficient as debt bondage and slavery are constitutionally, but not criminally, prohibited.(7) While the UK Sexual Offences Act 2003, which is applicable to this territory, prohibits trafficking for sexual exploitation, there are no laws prohibiting the trafficking of children for labor exploitation.(6, 12)

The compulsory education age is ambiguous for Ascensión Island; the Ascensión Island Education Policy notes that education is compulsory from age 5 until children take their General Certificate of Secondary Education exams.(9)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor.

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Saint Helena, Ascensión, and Tristán da Cunha (Table 3).

Table 3. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish a legal minimum age for work in compliance with international standards.	2012 – 2015
	Ensure that types of hazardous work prohibited for children are comprehensive.	2013 – 2015

Saint Helena, Ascension, and Tristan da Cunha (formerly called Saint Helena)

NO ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

Table 3. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Legal Framework	Establish laws to criminally prohibit trafficking of children for labor exploitation.	2014 – 2015
	Establish laws to prohibit the use of children in illicit activities.	2015

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In 2015, Tokelau made no advancement in efforts to prevent the worst forms of child labor. While there is no evidence that child labor, including its worst forms exists in Tokelau, it is unclear whether the Government has laws prohibiting the worst forms of child labor.




I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Tokelau.(1) Data on key indicators on children's work and education are not available from the sources used in this report.

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Tokelau is a dependent territory of New Zealand; however, international treaties are applied only with the consent of the Government of Tokelau.(2) New Zealand's ratification of conventions does not apply automatically to Tokelau (Table 1).(1, 2) It is unknown which international treaties Tokelau has consented to.

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	
	ILO C. 182, Worst Forms of Child Labor	
	UN CRC	
	UN CRC Optional Protocol on Armed Conflict	
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	
	Palermo Protocol on Trafficking in Persons	

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Unknown		
Minimum Age for Hazardous Work	Yes	18	Rules 52 and 53 of the Schedule of Transtok Tokelau Corporation Rules (3)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Rules 52 and 53 of the Schedule of Transtok Tokelau Corporation Rules (3)
Prohibition of Forced Labor	Unknown		
Prohibition of Child Trafficking	Unknown		
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 25 of the Tokelau Crimes, Procedures, and Evidence Rules Act (4)
Prohibition of Using Children in Illicit Activities	Yes		Articles 49–50 of the Tokelau Crimes, Procedures, and Evidence Rules Act (4)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	17	Article 33 of the Government of New Zealand's Defense Act (5)
Compulsory Education Age	Yes	16	Article 63(1) of the Tokelau Crimes, Procedures, and Evidence Rules Act (4, 6)
Free Public Education	Yes		Legislation title unknown (6)

* No conscription (7)

The Schedule of Transtok Tokelau Corporation Rules allows for children between ages 16 and 18 to work on ships as an apprentice and with parental consent. However, this law is not in compliance with international standards because it fails to require that children receive adequate training and does not codify the measures necessary to protect the health, safety and morals of these children.(3) The Government also has not established laws related to forced labor, including debt bondage, child trafficking, and slavery.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even though there is no evidence of a problem, the Government of New Zealand has established institutional mechanisms to address complaints related to child labor in Tokelau (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
New Zealand Ombudsmen	Address complaints related to child labor and support Tokelau.(8, 9)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

Although there is no evidence of a problem, the Government of Tokelau has established policies related to child labor, including its worst forms (Table 4).

Table 4. Policies Related to Child Labor

Policy	Description
Tokelau National Strategic Plan (2010–2015)	Implements the UNDAF Results Framework for the Pacific Sub-Region Projects 2013–2017, which includes national development strategies and priorities.(10)
UNDAF Pacific Region (2013–2017)	Promotes sustainable development and economic growth for vulnerable groups in 14 Pacific Island countries and territories: Cook Islands, Federated States of Micronesia, Fiji, Kiribati, Marshall Islands, Nauru, Niue, Palau, Samoa, Solomon Islands, Tokelau, Tonga, Tuvalu, and Vanuatu.(10) In Tokelau, includes different youth education initiatives related to environmental, health, and food issues.(11)

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for programs to address child labor, including its worst forms.

VII. SUGGESTED GOVERNMENT ACTIONS TO PREVENT THE WORST FORMS OF CHILD LABOR

Based on the reporting above, the following actions would advance the continued prevention of child labor, including its worst forms, in Tokelau (Table 5).

Table 5. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that children between ages 16 and 18 working in hazardous work children receive adequate training in the type of work, and that their health, safety, and morals are protected.	2015
	Establish laws to prohibit forced labor, including debt bondage, child trafficking, and slavery.	2013 – 2015

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11. UN Development Assistance Framework. *Tokelau UNDAF Results Matrix 2013-2017* 2013. http://www.pacific.one.un.org/images/stories/undaf%20results%20matrix%2017%2001%2013%20for%20unct_tokelau.pdf.

Wallis and Futuna

NO ASSESSMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

For the 2015 reporting period, no assessment has been made regarding Wallis and Futuna's efforts to advance the prevention of the worst forms of child labor, because there is no evidence of a worst form of child labor problem and the country has a good legal and enforcement framework on child labor.




I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Research found no evidence that child labor, including its worst forms, exists in Wallis and Futuna. Wallis and Futuna has a population of 12,200 inhabitants, 3,430 of whom are children.(1) The population has decreased by 18 percent since 2003.(1)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

Wallis and Futuna is considered a French Overseas Collectivity and, therefore, Wallis and Futuna cannot ratify international conventions; however, France's ratification of such conventions applies to Wallis and Futuna.(2) France has ratified all key international conventions concerning child labor (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

French law applies in Wallis and Futuna.(1, 3) The Government of France has established laws and regulations on child labor, including its worst forms. These laws and regulations apply to Wallis and Futuna (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	14	Article L4153-1 of the Labor Code (4-6)
Minimum Age for Hazardous Work	Yes	18	Article R234-6 of the Labor Code (5)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article R234-6 of the Labor Code; Decree No. 2013-915, Relative to Work That Is Prohibited and Regulated for Young People Less Than 18 Years (5-7)
Prohibition of Forced Labor	Yes		Articles 212-1, 224-1, 225-4-1, 225-14-1, and 711-1 of the Penal Code; Article 2 of Law No.52-1322 (6, 8)
Prohibition of Child Trafficking	Yes		Articles 225-4-1 to 225-4-9, and 711-1 of the Penal Code (6, 8)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 225-5 to 12 and 711-1 of the Penal Code (6, 8)
Prohibition of Using Children in Illicit Activities	No		Article 227-15 to 227-28-3, and 711-1 of the Penal Code (8)
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Combat: Yes	18	Article L121-1 and Book II, Article L5 of Law on National Service Reform (9)
	Non-combat: Yes	17	
Compulsory Education Age	Yes	16	Articles L131-1 and L.161-1 of the Education Code (10)
Free Public Education	Yes		Articles L132-1, L132-2 and L.161-1 of the Education Code (10)

* No conscription.(11, 12)

While Wallis and Futuna's Penal Code does prohibit forced labor and slavery, it does not criminally prohibit the use of children in bonded labor. The Penal Code also does not prohibit the use of children in the production of drugs.⁽⁸⁾

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

Even with no evidence of a problem, the Government of France has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Service of Labor and Social Affairs Inspection of Wallis and Futuna	Enforce labor laws and report violations involving children to local social assistance personnel. ⁽¹⁾
Defender of Rights	Promote children's rights, including through the prohibition of child labor. ⁽¹³⁾
French National Police	Oversee the health and safety of children. ⁽¹⁾

As there is no evidence of a problem, there appears to be no need for enforcement actions to address child labor, including its worst forms.

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for mechanisms to coordinate efforts to address child labor, including its worst forms.

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

As there is no evidence of a problem, there appears to be no need for policies to address child labor, including its worst forms.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

As there is no evidence of a problem, there appears to be no need for social programs to address child labor, including its worst forms.

Table 4. Suggested Government Actions to Prevent Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that the law criminally prohibits the use of children in bonded labor.	2015
	Ensure that the law criminally prohibits the use of children in the production of drugs.	2015

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West Bank and the Gaza Strip

MINIMAL ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

In 2015, the Palestinian Authority made a minimal advancement in efforts to eliminate the worst forms of child labor in the areas of the West Bank under its control. To improve enforcement of minimum age protections, the Palestinian Authority increased the number of labor inspectors and child protection officers. However, children in the West Bank and the Gaza Strip are engaged in child labor, including in agriculture and street work. Labor and criminal law enforcement agencies lacked sufficient funding. Programs to prevent or eliminate child labor in agriculture and street work are insufficient.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

Children in the West Bank and the Gaza Strip are engaged in child labor, including in agriculture and in street work.(1, 2) Table 1 provides key indicators on children's work and education in the West Bank and the Gaza Strip. Data on some of these indicators are not available from the sources used in this report.

Table 1. Statistics on Children's Work and Education

Children	Age	Percent
Working (% and population)	5-14 yrs.	Unavailable
Attending School (%)	5-14 yrs.	Unavailable
Combining Work and School (%)	7-14 yrs.	Unavailable
Primary Completion Rate (%)		96.9

Source for primary completion rate: Data from 2014, published by UNESCO Institute for Statistics, 2015.(3)

Data were unavailable from Understanding Children's Work Project's analysis, 2015.(4)

Based on a review of available information, Table 2 provides an overview of children's work by sector and activity.

Table 2. Overview of Children's Work by Sector and Activity

Sector/Industry	Activity
Agriculture	Cultivating asparagus,* dates,* eggplants,* onions,* sweet peppers,* grapes,* tomatoes,* and marijuana* (5-11)
	Fishing,*† activities unknown (2, 5, 12)
	Raising livestock, including poultry* and sheep* (1, 2, 5)
Industry	Construction,† including demolishing buildings* and collecting rubble* and gravel for construction purposes (1, 2, 5, 12, 13)
	Manufacturing, activities unknown (1, 2, 13)
	Blacksmithing*† (2)
Services	Street vending and portering (1, 2, 5, 14)
	Working in auto body shops and metal workshops (1, 2, 5, 14)
	Working in shops, restaurants, or hotels (1, 2, 14)
	Transporting goods* (5, 15)
	Collecting scrap metal and solid waste† (1, 2, 12, 13)
Categorical Worst Forms of Child Labor‡	Scavenging garbage* (16)
	Use in illicit activities, including smuggling drugs* and food* (5, 17, 18)
	Begging as a result of human trafficking* (19)
	Commercial sexual exploitation* (1)
	Recruitment for use in armed conflict by non-state armed groups (20-22)

* Evidence of this activity is limited and/or the extent of the problem is unknown.

† Determined by national law or regulation as hazardous and, as such, relevant to Article 3(d) of ILO C. 182.

‡ Child labor understood as the worst forms of child labor *per se* under Article 3(a)–(c) of ILO C. 182.

Evidence points to military training of children as young as age 13 by Hamas.(20-22) There are also reports of child trafficking from the West Bank and the Gaza Strip into Israel, primarily for forced begging.(1, 17)

West Bank and the Gaza Strip

NON-INDEPENDENT COUNTRIES AND TERRITORIES

MINIMAL ADVANCEMENT




Children are vulnerable to child labor in the agricultural sector, partly because the Palestinian Authority (PA) does not have jurisdiction to enforce laws in Area C's agricultural fields and Israeli settlements in the West Bank. There are reports of child labor in Israeli agricultural settlements in the Jordan Valley, where children work in excessive heat and are exposed to dangerous pesticides.(6, 18)

The West Bank and the Gaza Strip lack a sufficient number of schools to serve all children. Children often travel long and dangerous distances to attend schools, in some instances because of Israeli restrictions on access and movement.(23) Insecurity also hinders children's access to schools.(24, 25) In the 2014 conflict between Israel and Hamas, about half of the Gaza Strip's 520 schools were damaged or destroyed, including the only facility for children with disabilities.(26) Schools are overcrowded, poorly equipped, and at times unhygienic or susceptible to weather conditions.(23, 27, 28) Violence and discrimination by teachers against students who work, as well as the cost of transportation, contribute to a school dropout rate of 16 percent.(29, 30) The Palestinian Central Bureau of Statistics found that approximately 56-80 percent of working children between the ages of 10 and 17 either did not attend school in 2014 or only attended part of the year due to seasonal agricultural work.(1, 31)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The PA has Non-Member Observer status at the UN. In April 2014, PA officials presented letters of accession to 15 UN treaties to UN officials. The PA acceded to the UN CRC and the UN CRC Optional Protocol on the Involvement of Children in Armed Conflict (Table 3).

Table 3. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	N/A
	ILO C. 182, Worst Forms of Child Labor	N/A
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	N/A
	Palermo Protocol on Trafficking in Persons	N/A

The PA has established laws and regulations related to child labor, including its worst forms (Table 4).

Table 4. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 93 of the Labor Law for the West Bank and the Gaza Strip; Article 14 of the Palestinian Child Law for the West Bank and the Gaza Strip (32, 33)
Minimum Age for Hazardous Work	Yes	18	Article 95 of the Labor Law for the West Bank and the Gaza Strip (33)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Article 1 of Minister of Labor's Decree on Hazardous Work for the West Bank and the Gaza Strip (34)
Prohibition of Forced Labor	Yes		Article 1 of Minister of Labor's Decree on Hazardous Work for the West Bank and the Gaza Strip (34)
Prohibition of Child Trafficking	Yes		Article 1 of Minister of Labor's Decree on Hazardous Work for the West Bank and the Gaza Strip (34)
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 36 of the Palestinian Child Law for the West Bank and the Gaza Strip; Articles 306, 310, 311, 315, and 319 of the Jordanian Penal Code for the West Bank; Articles 159 and 165 of the Palestinian Penal Code for the Gaza Strip (32, 35, 36)
Prohibition of Using Children in Illicit Activities	Yes		Articles 27 and 44 of the Palestinian Child Law for the West Bank and the Gaza Strip (32)

West Bank and the Gaza Strip

MINIMAL ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

Table 4. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes†	18	Article 46 of the Palestinian Child Law for the West Bank and the Gaza Strip (32)
Compulsory Education Age	Yes	16	Articles 3, 15, and 18 of the Palestinian Education Act for the West Bank and the Gaza Strip (37)
Free Public Education	Yes		Article 37 of the Palestinian Child Law for the West Bank and the Gaza Strip (32)

* No conscription in the West Bank and the Gaza Strip (18)

† No standing military in the West Bank (18)

Although human trafficking is on the hazardous work list, the law does not criminally prohibit all stages of trafficking, trafficking for forced labor or commercial sexual exploitation, or domestic and international trafficking in accordance with international standards.(33, 34)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The PA has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 5).

Table 5. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Labor's (MOL) Labor Inspection Office	Enforce labor laws, including those related to child labor.(31)
Ministry of Social Affairs (MOSA) Child Protection Department	Protect children's rights, including through the provision of services to children found involved in the worst forms of child labor.(38)
Police	Investigate violations of criminal laws, including provisions against commercial sexual exploitation of children.(38)
Office of the Attorney General	Prosecute cases of child exploitation, including child labor.(38)

In the West Bank, under the terms of the Oslo-era agreements between the Palestine Liberation Organization and the Israeli Government, the PA has civil law jurisdiction in the areas of the West Bank designated Area A and Area B, which represent approximately 39 percent of the West Bank's land area and contain approximately 94 percent of the Palestinian population. The Israeli Government has control over the city of Jerusalem and Area C; the latter represents 61 percent of the West Bank's land area and is home to an estimated 297,986 Palestinians, as well as the vast majority of the West Bank's agricultural areas where many Palestinian children work.(31, 39-41) Since the 2007 takeover in the Gaza Strip by Hamas, the PA has not had enforcement capabilities in the Gaza Strip despite the creation of the PA interim consensus government in 2014.(31, 39, 42)

Labor Law Enforcement

In 2015, PA law enforcement agencies in the West Bank took actions to combat child labor, including its worst forms (Table 6).

Table 6. Labor Law Enforcement Efforts Related to Child Labor

Overview of Labor Law Enforcement	2014	2015
Labor Inspectorate Funding	Unknown	Unknown
Number of Labor Inspectors	42 (1)	53 (1)
Number of Child Labor Dedicated Inspectors	Unknown	6 (1)
Inspectorate Authorized to Assess Penalties	Yes (43)	Yes (43)
Training for Labor Inspectors		
■ Initial Training for New Employees	Yes (1)	Yes (1)
■ Training on New Laws Related to Child Labor	Yes (1)	Yes (1)
■ Refresher Courses Provided	Yes (1)	Yes (1)

West Bank and the Gaza Strip

NON-INDEPENDENT COUNTRIES AND TERRITORIES

MINIMAL ADVANCEMENT

Table 6. Labor Law Enforcement Efforts Related to Child Labor (cont)

Overview of Labor Law Enforcement	2014	2015
Number of Labor Inspections	6,500 (31)	5,180 (41)
■ Number Conducted at Worksite	6,500 (31)	5,180 (41)
■ Number Conducted by Desk Reviews	0 (1)	0 (1)
Number of Child Labor Violations Found	Unknown	Unknown
Number of Child Labor Violations for Which Penalties Were Imposed	Unknown	Unknown
■ Number of Penalties Imposed That Were Collected	Unknown	Unknown
Routine Inspections Conducted	Yes (1)	Yes (1)
■ Routine Inspections Targeted	Yes (1)	Yes (1)
Unannounced Inspections Permitted	Yes (43)	Yes (43)
Unannounced Inspections Conducted	Yes (1)	Yes (1)
Complaint Mechanism Exists	Yes (1)	Yes (1)
Reciprocal Referral Mechanism Exists Between Labor Authorities and Social Services	Yes (1)	Yes (1)

In 2015, MOL inspectors investigated only officially registered businesses. MOL reported that they are unable to inspect 100,000 businesses per year as required by the Labor Law, due to insufficient funding.(1) Each directorate (local PA ministry field offices) had only one car to share among ministries, and some staff used public transportation at their own expense to conduct inspections. Despite the fact that MOL employed inspectors dedicated to child labor issues, all of its inspectors were permitted to inspect for compliance with child labor laws.(1) MOL increased the number of routine inspections in agricultural fields during the harvest season, when children are likely to be engaged in child labor.(1)

Criminal Law Enforcement

In 2015, PA criminal law enforcement agencies in the West Bank took actions to combat the worst forms of child labor (Table 7).

Table 7. Criminal Law Enforcement Efforts Related to the Worst Forms of Child Labor

Overview of Criminal Law Enforcement	2014	2015
Training for Investigators		
■ Initial Training for New Employees	Yes (1)	Yes (1)
■ Training on New Laws Related to the Worst Forms of Child Labor	Yes (1)	Yes (1)
■ Refresher Courses Provided	Unknown	Yes (1)
Number of Investigations	34 (1)	14 (41)
Number of Violations Found	195 (1)	119 (41)
Number of Prosecutions Initiated	12 (1)	8 (1)
Number of Convictions	Unknown (1)	Unknown (1)
Reciprocal Referral Mechanism Exists Between Criminal Authorities and Social Services	Yes (31)	Yes (1)

In 2015, the Ministry of Social Affairs (MOSA), which is responsible for the provision of services to children engaged in the worst forms of child labor, employed 15 child protection officers, compared to 13 in 2014.(1, 18) Despite the increase, MOSA reported that it was unable to manage its large caseloads effectively.(1) MOSA coordinated with its district-level Child Protection Networks to conduct 9 inspection campaigns, which resulted in the identification of 97 children engaged in child labor; these cases were referred to the Attorney General. The number of individual inspections conducted in the nine campaigns is not known.(1)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The PA has established mechanisms to coordinate its efforts to address child labor, including its worst forms, in the West Bank (Table 8).

West Bank and the Gaza Strip

MINIMAL ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

Table 8. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
National Committee on Child Labor	Create national policy on child labor. Led by MOL and includes representatives from the Ministries of Social Affairs, Education, Health, and Justice, as well as from the ILO, UNICEF, and Save the Children.(15) Met regularly in 2015.(1)
MOSA Child Protection Networks	Coordinate at the district level between service providers, law enforcement, and the Attorney General to protect vulnerable children, including those involved in child labor.(38, 44) Composed of MOSA, the police, the Attorney General, UNICEF, and NGOs, with specific annual plans that guide their work with children affected by, or at risk of, exploitation and violence. The role of some agencies is to provide services to vulnerable children, while others ensure that crimes against children are prosecuted in accordance with the law.(38, 44)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The PA has established policies related to child labor, including its worst forms, in the West Bank (Table 9).

Table 9. Policies Related to Child Labor

Policy	Description
National Development Plan (2014–2016)	Aims to improve the living standards of residents, including through alleviating poverty and reducing unemployment. Includes components to better regulate the economic activities of working children and remove more child laborers from the labor market.(45)
Education Development Strategic Plan (2014–2019)*	Aims to ensure free and safe enrollment, improve educational achievement, build the capacity of teachers, and reform the education curricula at all levels.(46)
Policy of Nonviolence and Discipline in Schools*	Aims to reduce violence and improve discipline in schools.(30, 47)

* Child labor elimination and prevention strategies do not appear to have been integrated into this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the PA funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms (Table 10).

Table 10. Social Programs to Address Child Labor

Program	Description
MOSA Social Protection Programs†	MOSA programs in the West Bank that provide cash assistance, health insurance, and free education.(44) Families are assessed for eligibility; one of the goals is to prevent families from resorting to child labor. MOSA and the Ministry of Education also make efforts to ensure that children who have dropped out are sent back to school.(44)
MOSA Vocational Centers†	MOSA program in the West Bank that operates 13 vocational centers for children who have dropped out of school.(38)
Palestinian Child Protection Helpline 121	Save the Children, Sweden-funded program in the West Bank and the Gaza Strip implemented by Sawa, a civil society organization.(48, 49) Provides free support and counseling to children and adolescents to protect them from abuse, neglect, violence, and exploitation.(48, 49)
Programs of the UN Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)	Educational support for children and youth in refugee camps, and microfinance and other forms of support to families in the West Bank and the Gaza Strip.(50)
Teacher Education Improvement Project (2010–2015) and Additional Financing for Teacher Education Improvement Project (2015–2019)*	\$5 million World Bank-funded, 5-year project implemented by the Ministry of Education and Higher Education to improve the skills of primary school teachers (grades 1–4) and consequently improve student learning. (51, 52) Since 2010, the project provided school-based practice to more than 750 pre-service teachers and additional capacity-building training to more than 2,000 underqualified teachers in the West Bank and the Gaza Strip.(53) In 2015, the World Bank provided \$3 million in additional financing for the next phase of the project (2015–2019), aimed at project sustainability, expanding services to additional institutions, bringing teacher education into alignment with international best practices, and supporting ultimate implementation of curriculum reform for primary education.(54)

* Program was launched during the reporting period.

† Program is partially funded by the PA.

West Bank and the Gaza Strip

NON-INDEPENDENT COUNTRIES AND TERRITORIES

MINIMAL ADVANCEMENT

In 2015, MOSA provided financial assistance to families of child laborers under the condition that the children return to school, but the program was only partially successful and was insufficiently funded. MOSA indicated that additional educational programs are needed in order to address child labor, but it lacked sufficient funding to implement them.⁽¹⁾ Although the West Bank and the Gaza Strip have programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in the West Bank and the Gaza Strip (Table 11).

Table 11. Suggested Government Actions to Eliminate Child Labor, Including Its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure the law criminally prohibits all stages of human trafficking, trafficking for forced labor and commercial sexual exploitation, and both domestic and international trafficking, in accordance with international standards.	2015
Enforcement	Ensure that child labor laws are enforced in the Gaza Strip.	2010 – 2015
	Make information publicly available on the funding of the labor inspectorate, the numbers of child labor violations found and penalties imposed, and whether penalties were collected.	2010 – 2015
	Provide sufficient resources and staff to MOL and MOSA to conduct inspections.	2010 – 2015
	Make information publicly available on the number of convictions related to the worst forms of child labor.	2010 – 2015
Government Policies	Integrate child labor elimination and prevention strategies into existing policies, including the Education Development Strategic Plan and the Policy of Nonviolence and Discipline in Schools.	2014 – 2015
Social Programs	Expand programs to improve access to education.	2011 – 2015
	Expand programs to further combat child labor, specifically in agriculture and street work.	2010 – 2015

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West Bank and the Gaza Strip

MINIMAL ADVANCEMENT

NON-INDEPENDENT COUNTRIES AND TERRITORIES

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In 2015, Morocco, which currently administers most of the territory of Western Sahara, made a moderate advancement in efforts to eliminate the worst forms of child labor in Western Sahara. The Ministry of Moroccans Living Abroad and Migration Affairs drafted an anti-trafficking in persons law that is intended to be consistent with the Palermo Protocol, and the Ministry of Employment and Social Affairs drafted a domestic worker law forbidding employment of domestic workers under the age of 16 and strictly limiting the employment of children between the ages of 16 and 18 for domestic work. The Government formally adopted the Integrated Public Policy on the Protection of Children, which incorporates the National Plan of Action for Children from 2006 to 2015. Although research is limited, there is evidence that children are engaged in child labor in Western Sahara, including in agriculture. The number of labor inspectors is insufficient to effectively enforce child labor laws. Although the Government of Morocco has programs that target child labor, the scope of these programs is insufficient to fully address the extent of the problem.

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR




Although research is limited, there is evidence that children are engaged in child labor in Western Sahara, including in agriculture.(1) In general, research has not been conducted on the extent of child labor in Western Sahara, nor has research explored education levels. Data on key indicators on children's work and education are not available from the sources used in this report.(2)

Commercial sexual exploitation of migrant girls occurs, especially in fishing villages and on fishing boats. Some children with disabilities beg in the streets.(3) Sahrawi children are vulnerable to child labor due to barriers limiting their ability to access educational opportunities.(4)

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

The territory of Western Sahara is currently subject to Moroccan laws.(5-8) The Popular Front for the Liberation of the *Saguia el-Hamra* and *Río de Oro* (Polisario Front), a Sahrawi national liberation movement, controls 15 percent of the territory; information on the laws applicable in this area is unavailable.(1, 6, 9) Morocco has ratified all key international conventions concerning child labor, which extend to the areas in Western Sahara administered by the Government of Morocco (Table 1).

Table 1. Ratification of International Conventions on Child Labor

	Convention	Ratification
	ILO C. 138, Minimum Age	✓
	ILO C. 182, Worst Forms of Child Labor	✓
	UN CRC	✓
	UN CRC Optional Protocol on Armed Conflict	✓
	UN CRC Optional Protocol on the Sale of Children, Child Prostitution and Child Pornography	✓
	Palermo Protocol on Trafficking in Persons	✓

The Government has established laws and regulations related to child labor, including its worst forms (Table 2).

Table 2. Laws and Regulations Related to Child Labor

Standard	Yes/No	Age	Related Legislation
Minimum Age for Work	Yes	15	Article 143 of the Labor Code (10)
Minimum Age for Hazardous Work	Yes	18	Article 147 of the Labor Code (10)
Prohibition of Hazardous Occupations or Activities for Children	Yes		Hazardous Child Labor List, Decree No. 2-10-183 (11)
Prohibition of Forced Labor	Yes		Article 10 of the Labor Code (10)
Prohibition of Child Trafficking	No		

Table 2. Laws and Regulations Related to Child Labor (cont)

Standard	Yes/No	Age	Related Legislation
Prohibition of Commercial Sexual Exploitation of Children	Yes		Article 503 of the Penal Code (12)
Prohibition of Using Children in Illicit Activities	No		
Minimum Age for Compulsory Military Recruitment	N/A*		
Minimum Age for Voluntary Military Service	Yes	18	Royal Decree of 9 June 1996 (13)
Compulsory Education Age	Yes	15	Article 1 of Law No. 04-00 (14)
Free Public Education	Yes		Article 1 of Law No. 04-00 (14)

* No conscription (13)

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

The Government of Morocco has established institutional mechanisms for the enforcement of laws and regulations on child labor, including its worst forms (Table 3).

Table 3. Agencies Responsible for Child Labor Law Enforcement

Organization/Agency	Role
Ministry of Employment and Social Affairs (MOESA) Child Labor Task Force	Enforce child labor laws and oversee programs on child labor. Employ labor inspectors in 53 sectors across Morocco; one inspector in each sector dedicated to child labor.(1, 15, 16) Establish satellites in nine regional centers throughout the country to provide occupational health and safety services, administer social security, organize labor inspections, and provide employment services.(16)
Ministry of the Interior	Enforce prohibitions on prostitution and other exploitive crimes involving minors, as established in the Penal Code.(15, 17)
Ministry of Justice and Liberties	Ministry of Justice and Liberties Prosecute criminal offenses against children, such as commercial sexual exploitation and child trafficking, and violations of labor laws.(15, 18) The Ministry's Child Labor Units process cases involving women and children in the court system.(19)

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

The Government of Morocco has established mechanisms to coordinate its efforts to address child labor, including its worst forms (Table 4).

Table 4. Mechanisms to Coordinate Government Efforts on Child Labor

Coordinating Body	Role & Description
MOESA, Office for the Fight Against Child Labor	Coordinate policies and efforts to combat child labor.(16, 20) Provide guidance and limited funding to NGOs working against child labor.(21)
Ministry of Solidarity, Women, Family, and Social Development (MSWFSD)	Contributed to the drafting of the Integrated Public Policy on the Protection of Children. Responsible for coordinating the implementation of this policy.(15, 22) Establish continuity of child protection efforts, increase access to education, and eliminate child labor.(17, 23)
National Observatory for Children's Rights	Register complaints related to child welfare and refer them to labor inspectorate units and law enforcement officials. Operate a toll-free hotline available to child victims of violence, including commercial sexual exploitation.(21) Operate 96 Child Reception Centers that provide services to child victims of violence, sexual abuse or neglect.(8)
Inter-Ministerial Delegation for Human Rights	Establish policies that promote child protection and coordinate efforts against trafficking in persons.(15, 16) This special ministerial commission formalized in 2014 and chaired by the Head of Government, met in 2015 to formally adopt the Integrated Public Policy for the Protection of Children.(8, 15, 22)
Ministry of Moroccans Living Abroad and Migration Affairs	Coordinate efforts to reduce the migrant population's vulnerability to child labor. Promote access to public education facilities for migrant children in order to decrease their vulnerability to child labor and human trafficking.(16)
Ministry of National Educational and Vocational Training (MONEVT)	Provide education and job training to former child workers, including former child domestic workers.(15)

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

The Government of Morocco has established policies related to child labor, including its worst forms (Table 5).

Table 5. Policies Related to Child Labor

Policy	Description
MSWFSD Integrated Public Policy on the Protection of Children	Adopted in 2015, promotes an interdisciplinary approach to respond to child exploitation, among other issues.(15, 16, 22) Includes the 2006–2015 National Plan of Action for Children.(8) The implementation of this policy in 2015 included coordination with Internet providers to protect children from sexual exploitation; a Ministry of Tourism communication strategy on child protection; and a mechanism to sensitize and educate tourism companies on the rights of children against all forms of exploitation, in line with the Moroccan Charter on Sex Tourism and based on the World Tourism Organization's Global Code of Ethics.(8, 22)
National Migration Strategy *	Establishes policies that promote a human rights-based approach to migration. Facilitates the integration of legal immigrants. Provides services, including expanding access to public education facilities for migrant children, thereby decreasing their vulnerability to child labor and human trafficking.(16, 19, 21)
UNDAF (2012–2016)*	Promotes education, health, and socioeconomic development to alleviate poverty. Focuses on providing equal access to education for vulnerable children.(24, 25)

*Child labor elimination and prevention strategies to not appear to have been integrated in this policy.

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

In 2015, the Government of Morocco funded and participated in programs that include the goal of eliminating or preventing child labor, including its worst forms, that extended to Western Sahara (Table 6).

Table 6. Social Programs to Address Child Labor

Program	Description
MOESA Partnerships with NGOs Working Against Child Labor*†	From January to November 2015, work with eight NGOs resulted in prevention efforts that reached 1,037 children, the removal of 1,069 children under age 15 from work and the distribution of education assistance to their families, the improvement of the work and living conditions of 1,067 children between ages 15 and 18, and the mobilization and capacity building of stakeholders in child labor prevention benefitting 9,672 persons.(8)
<i>Tayssir Conditional Cash Transfer Program†</i>	MONEVT program that provides direct cash transfers of \$7 to \$16 a month to qualifying families whose children meet school attendance criteria. Provides transportation and student housing through a program with Entraide Nationale.(16, 17) Aims to increase school enrollment and reduce dropout rates, particularly in rural areas.(17, 26–28) The program helped 828,400 students during the 2015–2016 school year with a budget of \$91.9 million, compared to \$86.4 million during 2014–2015 school year, an increase of 6 percent.(8, 22)
Social Welfare Program	UNDAF program that addresses education, including equal access to education, especially for vulnerable children. Also addresses children's health and socioeconomic development.(21)
Rural Social Service Support†	Royal family-funded, Mohammed V Foundation for Solidarity program provides funding to NGOs that improve living conditions of very low-income populations.(16)

* Program was launched during the reporting period.

† Program is funded by the Government of Morocco.

VII. SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

Based on the reporting above, suggested actions are identified that would advance the elimination of child labor, including its worst forms, in Western Sahara (Table 7).

Table 7. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms

Area	Suggested Action	Year(s) Suggested
Legal Framework	Ensure that laws prohibit child trafficking.	2014 – 2015
	Ensure that laws prohibit children from being used, procured, or offered for the production and trafficking of drugs.	2015
Government Policies	Integrate child labor elimination and prevention strategies into the National Migration Strategy and UNDAF policies.	2014 – 2015

Table 7. Suggested Government Actions to Eliminate Child Labor, Including its Worst Forms (cont)

Area	Suggested Action	Year(s) Suggested
Social Programs	Conduct a comprehensive study of children's work activities to determine whether they are engaged in or at risk of being involved in child labor, and the number of child laborers.	2013 – 2015
	Remove barriers to Sahrawi children's ability to access educational opportunities.	2015

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Appendix 1.

Country Assessments, *by Assessment*

COUNTRY	REGION	ASSESSMENT
SIGNIFICANT ADVANCEMENT		
Algeria	MENA	Significant Advancement
Argentina	LAC	Significant Advancement
Brazil	LAC	Significant Advancement
Burkina Faso	AF	Significant Advancement
Cambodia	AP	Significant Advancement
Chile	LAC	Significant Advancement
Costa Rica	LAC	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Guatemala	LAC	Significant Advancement
Jordan	MENA	Significant Advancement
Montenegro	EUR	Significant Advancement
Panama	LAC	Significant Advancement
Paraguay	LAC	Significant Advancement
Peru	LAC	Significant Advancement
Philippines	AP	Significant Advancement
Uganda	AF	Significant Advancement
MODERATE ADVANCEMENT		
Afghanistan	AP	Moderate Advancement
Albania	EUR	Moderate Advancement
Angola	AF	Moderate Advancement
Bangladesh	AP	Moderate Advancement
Benin	AF	Moderate Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Cabo Verde	AF	Moderate Advancement
Cameroon	AF	Moderate Advancement
Central African Republic	AF	Moderate Advancement
Chad	AF	Moderate Advancement
Colombia	LAC	Moderate Advancement
Comoros	AF	Moderate Advancement
Congo, Democratic Republic of the	AF	Moderate Advancement
Congo, Republic of the	AF	Moderate Advancement
Cook Islands	AP	Moderate Advancement
Djibouti	AF	Moderate Advancement
Ecuador	LAC	Moderate Advancement
Egypt	MENA	Moderate Advancement
El Salvador	LAC	Moderate Advancement
Ethiopia	AF	Moderate Advancement
Fiji	AP	Moderate Advancement
Gabon	AF	Moderate Advancement
Ghana	AF	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
Haiti	LAC	Moderate Advancement
Honduras	LAC	Moderate Advancement
India	AP	Moderate Advancement
Indonesia	AP	Moderate Advancement
Iraq	MENA	Moderate Advancement
Jamaica	LAC	Moderate Advancement
Kazakhstan	AP	Moderate Advancement
Kiribati	AP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	AP	Moderate Advancement
Lebanon	MENA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Moderate Advancement
Mauritius	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Mongolia	AP	Moderate Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Namibia	AF	Moderate Advancement
Nepal	AP	Moderate Advancement
Nicaragua	LAC	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Oman	MENA	Moderate Advancement
Pakistan	AP	Moderate Advancement
Rwanda	AF	Moderate Advancement
Saint Lucia	LAC	Moderate Advancement
Senegal	AF	Moderate Advancement
Solomon Islands	AP	Moderate Advancement
South Africa	AF	Moderate Advancement
Sri Lanka	AP	Moderate Advancement
Tanzania	AF	Moderate Advancement
Thailand	AP	Moderate Advancement
Timor-Leste	AP	Moderate Advancement
Togo	AF	Moderate Advancement
Tunisia	MENA	Moderate Advancement
Turkey	EUR	Moderate Advancement
Uruguay	LAC	Moderate Advancement
Western Sahara	MENA	Moderate Advancement

COUNTRY	REGION	ASSESSMENT
Zambia	AF	Moderate Advancement
MINIMAL ADVANCEMENT		
Anguilla	EUR	Minimal Advancement
Azerbaijan	EUR	Minimal Advancement
Bahrain	MENA	Minimal Advancement
Belize	LAC	Minimal Advancement
Bhutan	AP	Minimal Advancement
Botswana	AF	Minimal Advancement
Burundi	AF	Minimal Advancement
Dominica	LAC	Minimal Advancement
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement
Gambia, The	AF	Minimal Advancement
Grenada	LAC	Minimal Advancement
Guinea	AF	Minimal Advancement
Guinea-Bissau	AF	Minimal Advancement
Guyana	LAC	Minimal Advancement
Kenya	AF	Minimal Advancement
Maldives	AP	Minimal Advancement
Papua New Guinea	AP	Minimal Advancement
Saint Vincent and the Grenadines	LAC	Minimal Advancement
Samoa	AP	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement
Serbia	EUR	Minimal Advancement
Seychelles	AF	Minimal Advancement
Suriname	LAC	Minimal Advancement
Tuvalu	AP	Minimal Advancement
Venezuela	LAC	Minimal Advancement
West Bank and the Gaza Strip	MENA	Minimal Advancement
Zimbabwe	AF	Minimal Advancement
MINIMAL ADVANCEMENT – EFFORTS MADE BUT CONTINUED LAW, POLICY OR PRACTICE THAT DELAYED ADVANCEMENT		
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Bolivia	LAC	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Dominican Republic	LAC	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
MINIMAL ADVANCEMENT – EFFORTS MADE BUT REGRESSION IN LAW, POLICY OR PRACTICE THAT DELAYED ADVANCEMENT		
Sierra Leone	AF	Minimal Advancement – Efforts Made but Regression in Policy that Delayed Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement

COUNTRY	REGION	ASSESSMENT
NO ADVANCEMENT		
British Virgin Islands	EUR	No Advancement
Christmas Island	AP	No Advancement
Cocos (Keeling) Islands	AP	No Advancement
Montserrat	EUR	No Advancement
Niue	AP	No Advancement
Norfolk Island	AP	No Advancement
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement
Tokelau	AP	No Advancement
Tonga	AP	No Advancement
Vanuatu	AP	No Advancement
Yemen	MENA	No Advancement
NO ADVANCEMENT - EFFORTS MADE BUT COMPLICIT IN FORCED CHILD LABOR		
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Swaziland	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Uzbekistan	AP	No Advancement – Efforts Made but Complicit in Forced Child Labor
NO ASSESSMENT		
British Indian Ocean Territories	EUR	No Assessment
Heard Island and McDonald Islands	AP	No Assessment
Pitcairn Islands	EUR	No Assessment
Wallis and Futuna	EUR	No Assessment

Country Assessments, *by Country*

COUNTRY	REGION	ASSESSMENT
Afghanistan	AP	Moderate Advancement
Albania	EUR	Moderate Advancement
Algeria	MENA	Significant Advancement
Angola	AF	Moderate Advancement
Anguilla	EUR	Minimal Advancement
Argentina	LAC	Significant Advancement
Armenia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Minimal Advancement
Bahrain	MENA	Minimal Advancement
Bangladesh	AP	Moderate Advancement
Belize	LAC	Minimal Advancement
Benin	AF	Moderate Advancement
Bhutan	AP	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Bolivia	LAC	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement
Botswana	AF	Minimal Advancement
Brazil	LAC	Significant Advancement
British Indian Ocean Territories	EUR	No Assessment
British Virgin Islands	EUR	No Advancement
Burkina Faso	AF	Significant Advancement
Burundi	AF	Minimal Advancement
Cabo Verde	AF	Moderate Advancement
Cambodia	AP	Significant Advancement
Cameroon	AF	Moderate Advancement
Central African Republic	AF	Moderate Advancement
Chad	AF	Moderate Advancement
Chile	LAC	Significant Advancement
Christmas Island	AP	No Advancement
Cocos (Keeling) Islands	AP	No Advancement
Colombia	LAC	Moderate Advancement
Comoros	AF	Moderate Advancement
Congo, Democratic Republic of the	AF	Moderate Advancement
Congo, Republic of the	AF	Moderate Advancement
Cook Islands	AP	Moderate Advancement
Costa Rica	LAC	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement
Djibouti	AF	Moderate Advancement
Dominica	LAC	Minimal Advancement
Dominican Republic	LAC	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Ecuador	LAC	Moderate Advancement
Egypt	MENA	Moderate Advancement
El Salvador	LAC	Moderate Advancement
Eritrea	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Ethiopia	AF	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement
Fiji	AP	Moderate Advancement
Gabon	AF	Moderate Advancement
Gambia, The	AF	Minimal Advancement
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Ghana	AF	Moderate Advancement
Grenada	LAC	Minimal Advancement
Guatemala	LAC	Significant Advancement
Guinea	AF	Minimal Advancement
Guinea-Bissau	AF	Minimal Advancement
Guyana	LAC	Minimal Advancement

COUNTRY	REGION	ASSESSMENT
Haiti	LAC	Moderate Advancement
Heard Island and McDonald Islands	AP	No Assessment
Honduras	LAC	Moderate Advancement
India	AP	Moderate Advancement
Indonesia	AP	Moderate Advancement
Iraq	MENA	Moderate Advancement
Jamaica	LAC	Moderate Advancement
Jordan	MENA	Significant Advancement
Kazakhstan	AP	Moderate Advancement
Kenya	AF	Minimal Advancement
Kiribati	AP	Moderate Advancement
Kosovo	EUR	Moderate Advancement
Kyrgyz Republic	AP	Moderate Advancement
Lebanon	MENA	Moderate Advancement
Lesotho	AF	Moderate Advancement
Liberia	AF	Moderate Advancement
Macedonia	EUR	Moderate Advancement
Madagascar	AF	Moderate Advancement
Malawi	AF	Moderate Advancement
Maldives	AP	Minimal Advancement
Mali	AF	Moderate Advancement
Mauritania	AF	Moderate Advancement
Mauritius	AF	Moderate Advancement
Moldova	EUR	Moderate Advancement
Mongolia	AP	Moderate Advancement
Montenegro	EUR	Significant Advancement
Montserrat	EUR	No Advancement
Morocco	MENA	Moderate Advancement
Mozambique	AF	Moderate Advancement
Namibia	AF	Moderate Advancement
Nepal	AP	Moderate Advancement
Nicaragua	LAC	Moderate Advancement
Niger	AF	Moderate Advancement
Nigeria	AF	Moderate Advancement
Niue	AP	No Advancement
Norfolk Island	AP	No Advancement
Oman	MENA	Moderate Advancement
Pakistan	AP	Moderate Advancement
Panama	LAC	Significant Advancement
Papua New Guinea	AP	Minimal Advancement
Paraguay	LAC	Significant Advancement
Peru	LAC	Significant Advancement
Pitcairn Islands	EUR	No Assessment
Philippines	AP	Significant Advancement

COUNTRY	REGION	ASSESSMENT
Rwanda	AF	Moderate Advancement
Saint Helena, Ascension, and Tristán da Cunha	EUR	No Advancement
Saint Lucia	LAC	Moderate Advancement
Saint Vincent and the Grenadines	LAC	Minimal Advancement
Samoa	AP	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement
Senegal	AF	Moderate Advancement
Serbia	EUR	Minimal Advancement
Seychelles	AF	Minimal Advancement
Sierra Leone	AF	Minimal Advancement – Efforts Made but Regression in Policy that Delayed Advancement
Solomon Islands	AP	Moderate Advancement
Somalia	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
South Africa	AF	Moderate Advancement
South Sudan	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Sri Lanka	AP	Moderate Advancement
Suriname	LAC	Minimal Advancement
Swaziland	AF	No Advancement – Efforts Made but Complicit in Forced Child Labor
Tanzania	AF	Moderate Advancement
Thailand	AP	Moderate Advancement
Timor-Leste	AP	Moderate Advancement
Togo	AF	Moderate Advancement
Tokelau	AP	No Advancement
Tonga	AP	No Advancement
Tunisia	MENA	Moderate Advancement
Turkey	EUR	Moderate Advancement
Tuvalu	AP	Minimal Advancement
Uganda	AF	Significant Advancement
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Uruguay	LAC	Moderate Advancement
Uzbekistan	AP	No Advancement – Efforts Made but Complicit in Forced Child Labor
Vanuatu	AP	No Advancement
Venezuela	LAC	Minimal Advancement
Wallis and Futuna	EUR	No Assessment
West Bank and the Gaza Strip	MENA	Minimal Advancement
Western Sahara	MENA	Moderate Advancement
Yemen	MENA	No Advancement
Zambia	AF	Moderate Advancement
Zimbabwe	AF	Minimal Advancement

Change in Assessments from 2014 to 2015, *by Country*

COUNTRY	REGION	2014 ASSESSMENT	2015 ASSESSMENT
Afghanistan	AP	Moderate Advancement	Moderate Advancement
Albania	EUR	Moderate Advancement	Moderate Advancement
Algeria	MENA	Minimal Advancement	Significant Advancement
Angola	AF	Moderate Advancement	Moderate Advancement
Anguilla	EUR	Minimal Advancement	Minimal Advancement
Argentina	LAC	Moderate Advancement	Significant Advancement
Armenia	EUR	Minimal Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Azerbaijan	EUR	Moderate Advancement	Minimal Advancement
Bahrain	MENA	Minimal Advancement	Minimal Advancement
Bangladesh	AP	Moderate Advancement	Moderate Advancement
Belize	LAC	Minimal Advancement	Minimal Advancement
Benin	AF	Moderate Advancement	Moderate Advancement
Bhutan	AP	Minimal Advancement	Minimal Advancement
Bolivia	LAC	Minimal Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Bosnia and Herzegovina	EUR	Moderate Advancement	Moderate Advancement
Botswana	AF	Minimal Advancement	Minimal Advancement
Brazil	LAC	Significant Advancement	Significant Advancement
British Indian Ocean Territory	EUR	No Assessment	No Assessment
British Virgin Islands	EUR	No Advancement	No Advancement
Burkina Faso	AF	Moderate Advancement	Significant Advancement
Burundi	AF	Minimal Advancement	Minimal Advancement
Cabo Verde	AF	Moderate Advancement	Moderate Advancement
Cambodia	AP	Moderate Advancement	Significant Advancement
Cameroon	AF	Moderate Advancement	Moderate Advancement
Central African Republic	AF	Minimal Advancement	Moderate Advancement
Chad	AF	Moderate Advancement	Moderate Advancement
Chile	LAC	Significant Advancement	Significant Advancement
Christmas Island	AP	No Advancement	No Advancement
Cocos (Keeling) Islands	AP	No Advancement	No Advancement
Colombia	LAC	Significant Advancement	Moderate Advancement
Comoros	AF	Moderate Advancement	Moderate Advancement
Congo, Democratic Republic of the	AF	Moderate Advancement	Moderate Advancement
Congo, Republic of the	AF	Moderate Advancement	Moderate Advancement
Cook Islands	AP	Minimal Advancement	Moderate Advancement
Costa Rica	LAC	Moderate Advancement	Significant Advancement
Côte d'Ivoire	AF	Significant Advancement	Significant Advancement
Djibouti	AF	Minimal Advancement	Moderate Advancement
Dominica	LAC	Minimal Advancement	Minimal Advancement
Dominican Republic	LAC	Minimal Advancement	Minimal Advancement – Efforts Made but Continued Practice that Delayed Advancement
Ecuador	LAC	Significant Advancement	Moderate Advancement

COUNTRY	REGION	2014 ASSESSMENT	2015 ASSESSMENT
Egypt	MENA	Moderate Advancement	Moderate Advancement
El Salvador	LAC	Significant Advancement	Moderate Advancement
Eritrea	AF	No Advancement - Efforts Made but Complicit	No Advancement – Efforts Made but Complicit in Forced Child Labor
Ethiopia	AF	Moderate Advancement	Moderate Advancement
Falkland Islands (Islas Malvinas)	EUR	No Advancement	Minimal Advancement
Fiji	AP	Moderate Advancement	Moderate Advancement
Gabon	AF	Moderate Advancement	Moderate Advancement
Gambia, The	AF	Minimal Advancement	Minimal Advancement
Georgia	EUR	Minimal Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Ghana	AF	Moderate Advancement	Moderate Advancement
Grenada	LAC	Moderate Advancement	Minimal Advancement
Guatemala	LAC	Moderate Advancement	Significant Advancement
Guinea	AF	Moderate Advancement	Minimal Advancement
Guinea-Bissau	AF	Minimal Advancement	Minimal Advancement
Guyana	LAC	Moderate Advancement	Minimal Advancement
Haiti	LAC	Moderate Advancement	Moderate Advancement
Heard Island and McDonald Islands	AP	No Assessment	No Assessment
Honduras	LAC	Moderate Advancement	Moderate Advancement
India	AP	Moderate Advancement	Moderate Advancement
Indonesia	AP	Moderate Advancement	Moderate Advancement
Iraq	MENA	Minimal Advancement	Moderate Advancement
Jamaica	LAC	Moderate Advancement	Moderate Advancement
Jordan	MENA	Moderate Advancement	Significant Advancement
Kazakhstan	AP	Minimal Advancement	Moderate Advancement
Kenya	AF	Moderate Advancement	Minimal Advancement
Kiribati	AP	Minimal Advancement	Moderate Advancement
Kosovo	EUR	Moderate Advancement	Moderate Advancement
Kyrgyz Republic	AP	Minimal Advancement	Moderate Advancement
Lebanon	MENA	Moderate Advancement	Moderate Advancement
Lesotho	AF	Moderate Advancement	Moderate Advancement
Liberia	AF	Minimal Advancement	Moderate Advancement
Macedonia	EUR	Minimal Advancement	Moderate Advancement
Madagascar	AF	Significant Advancement	Moderate Advancement
Malawi	AF	Minimal Advancement	Moderate Advancement
Maldives	AP	Minimal Advancement	Minimal Advancement
Mali	AF	Moderate Advancement	Moderate Advancement
Mauritania	AF	Moderate Advancement	Moderate Advancement
Mauritius	AF	Minimal Advancement	Moderate Advancement
Moldova	EUR	Moderate Advancement	Moderate Advancement
Mongolia	AP	Moderate Advancement	Moderate Advancement
Montenegro	EUR	Moderate Advancement	Significant Advancement
Montserrat	EUR	No Advancement	No Advancement
Morocco	MENA	Moderate Advancement	Moderate Advancement

COUNTRY	REGION	2014 ASSESSMENT	2015 ASSESSMENT
Mozambique	AF	Moderate Advancement	Moderate Advancement
Namibia	AF	Minimal Advancement	Moderate Advancement
Nepal	AP	Moderate Advancement	Moderate Advancement
Nicaragua	LAC	Moderate Advancement	Moderate Advancement
Niger	AF	Moderate Advancement	Moderate Advancement
Nigeria	AF	Moderate Advancement	Moderate Advancement
Niue	AP	Minimal Advancement	No Advancement
Norfolk Island	AP	No Advancement	No Advancement
Oman	MENA	Moderate Advancement	Moderate Advancement
Pakistan	AP	Moderate Advancement	Moderate Advancement
Panama	LAC	Moderate Advancement	Significant Advancement
Papua New Guinea	AP	Moderate Advancement	Minimal Advancement
Paraguay	LAC	Significant Advancement	Significant Advancement
Peru	LAC	Significant Advancement	Significant Advancement
Pitcairn Islands	EUR	No Assessment	No Assessment
Philippines	AP	Significant Advancement	Significant Advancement
Rwanda	AF	Moderate Advancement	Moderate Advancement
Saint Helena, Ascensión, and Tristán da Cunha	EUR	No Advancement	No Advancement
Saint Lucia	LAC	Moderate Advancement	Moderate Advancement
Saint Vincent and the Grenadines	LAC	Minimal Advancement	Minimal Advancement
Samoa	AP	Minimal Advancement	Minimal Advancement
São Tomé and Príncipe	AF	Minimal Advancement	Minimal Advancement
Senegal	AF	Minimal Advancement	Moderate Advancement
Serbia	EUR	Moderate Advancement	Minimal Advancement
Seychelles	AF	Moderate Advancement	Minimal Advancement
Sierra Leone	AF	Moderate Advancement	Minimal Advancement – Efforts Made but Regression in Policy that Delayed Advancement
Solomon Islands	AP	Moderate Advancement	Moderate Advancement
Somalia	AF	Moderate Advancement	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement
South Africa	AF	Significant Advancement	Moderate Advancement
South Sudan	AF	No Advancement - Efforts Made but Complicit	No Advancement – Efforts Made but Complicit in Forced Child Labor
Sri Lanka	AP	Moderate Advancement	Moderate Advancement
Suriname	LAC	Minimal Advancement	Minimal Advancement
Swaziland	AF	Minimal Advancement	No Advancement – Efforts Made but Complicit in Forced Child Labor
Tanzania	AF	Minimal Advancement	Moderate Advancement
Thailand	AP	Significant Advancement	Moderate Advancement
Timor-Leste	AP	Moderate Advancement	Moderate Advancement
Togo	AF	Moderate Advancement	Moderate Advancement
Tokelau	AP	Minimal Advancement	No Advancement
Tonga	AP	Minimal Advancement	No Advancement
Tunisia	MENA	Moderate Advancement	Moderate Advancement
Turkey	EUR	Moderate Advancement	Moderate Advancement

COUNTRY	REGION	2014 ASSESSMENT	2015 ASSESSMENT
Tuvalu	AP	Minimal Advancement	Minimal Advancement
Uganda	AF	Significant Advancement	Significant Advancement
Ukraine	EUR	Moderate Advancement	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement
Uruguay	LAC	Moderate Advancement	Moderate Advancement
Uzbekistan	AP	No Advancement - Efforts Made but Complicit	No Advancement – Efforts Made but Complicit in Forced Child Labor
Vanuatu	AP	No Advancement	No Advancement
Venezuela	LAC	Minimal Advancement	Minimal Advancement
Wallis and Futuna	EUR	No Assessment	No Assessment
West Bank and the Gaza Strip	MENA	Minimal Advancement	Minimal Advancement
Western Sahara	MENA	Moderate Advancement	Moderate Advancement
Yemen	MENA	Moderate Advancement	No Advancement
Zambia	AF	Moderate Advancement	Moderate Advancement
Zimbabwe	AF	Minimal Advancement	Minimal Advancement

Laws and Ratifications, by Country

Country	Region	2015 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Afghanistan	AP	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Albania	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Algeria	MENA	Significant Advancement	X	X	X	X	X	X	16	18	16	X
Angola	AF	Moderate Advancement	X	X	X	X	X	X	14	18	12	X
Anguilla	EUR	Minimal Advancement			X				14	14	17	X
Argentina	LAC	Significant Advancement	X	X	X	X	X	X	16	18	18	X
Armenia	EUR	Minimal Advancement - Efforts Made but Continued Policy that Delayed Advancement	X	X	X	X	X	X	16	18	16	X
Azerbaijan	EUR	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Bahrain	MENA	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Bangladesh	AP	Moderate Advancement		X	X	X	X		14	18	11	X
Belize	LAC	Minimal Advancement	X	X	X	X	X	X	12	14	14	X
Benin	AF	Moderate Advancement	X	X	X	X	X	X	14	18	11	X
Bhutan	AP	Minimal Advancement	N/A	N/A	X	X	X		13	18		X
Bolivia	LAC	Minimal Advancement - Efforts Made but Continued Law that Delayed Advancement	X	X	X	X	X	X	14	18	17	X
Bosnia and Herzegovina	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Botswana	AF	Minimal Advancement	X	X	X	X	X	X	15	18		X
Brazil	LAC	Significant Advancement	X	X	X	X	X	X	16	18	17	X
British Virgin Islands	EUR	No Advancement	N/A	N/A	X	N/A	N/A	N/A	16	18	16	X
Burkina Faso	AF	Significant Advancement	X	X	X	X	X	X	16	18	16	X
Burundi	AF	Minimal Advancement	X	X	X	X	X	X	16	18		X

Appendix 2.

Laws and Ratifications, by Country

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						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Cabo Verde	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Cambodia	AP	Significant Advancement	X	X	X	X	X	X	15	18		X
Cameroon	AF	Moderate Advancement	X	X	X		X	X	14	18	12	X
Central African Republic	AF	Moderate Advancement	X	X	X	X		X	14	18	15	X
Chad	AF	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Chile	LAC	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Christmas Island	AP	No Advancement		X	X	X	X	X	15	18	17	X
Cocos (Keeling) Island	AP	No Advancement		X	X	X	X	X	15	18	17	X
Colombia	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	18	X
Comoros	AF	Moderate Advancement	X	X	X	X			15	18	12	X
Congo, Dem Rep of	AF	Moderate Advancement	X	X	X	X	X	X	16	18	12	X
Congo, Rep of	AF	Moderate Advancement	X	X	X	X	X		16	18	16	X
Cook Islands	AP	Moderate Advancement			X				13	18	16	X
Costa Rica	LAC	Significant Advancement	X	X	X	X	X	X	15	18	17	X
Côte d'Ivoire	AF	Significant Advancement	X	X	X	X	X	X	16	18	16	X
Djibouti	AF	Moderate Advancement	X	X	X	X	X	X	16		16	X
Dominica	LAC	Minimal Advancement	X	X	X	X	X	X	16	18	16	X
Dominican Republic	LAC	Minimal Advancement - Efforts Made but Continued Policy and Practice that Delayed Advancement	X	X	X	X	X	X	14	18	18	X
Ecuador	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Egypt	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X

Appendix 2.

Laws and Ratifications, by Country

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						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
El Salvador	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	18	X
Eritrea	AF	No Advancement – Efforts Made But Complicit in Forced Child Labor	X		X	X	X	X	14			
Ethiopia	AF	Moderate Advancement	X	X	X	X	X	X	14	18		
Falkland Islands (Islas Malvinas)	EUR	Minimal Advancement	N/A	Yes	Yes	N/A	N/A	N/A	14	15	16	X
Fiji	AP	Moderate Advancement	X	X	X				15	18	15	
Gabon	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Gambia, The	AF	Minimal Advancement	X	X	X	X		X	16	18	12	X
Georgia	EUR	Minimal Advancement – Efforts Made but Continued Policy that Delayed Advancement	X	X	X	X	X	X	16	18	15	X
Ghana	AF	Moderate Advancement	X	X	X		X	X	15	18	15	X
Grenada	LAC	Minimal Advancement	X	X	X	X	X	X	16		16	X
Guatemala	LAC	Significant Advancement	X	X	X	X	X	X	14	18	15	X
Guinea	AF	Minimal Advancement	X	X	X	X		X	16	18	16	X
Guinea-Bissau	AF	Minimal Advancement	X	X	X	X	X	X	14	18	15	X
Guyana	LAC	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Haiti	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Honduras	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	17	X
India	AP	Moderate Advancement			X	X	X	X		14	14	X
Indonesia	AP	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Iraq	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	12/15	X
Jamaica	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	18	X
Jordan	MENA	Significant Advancement	X	X	X	X	X	X	16	18	16	X

Appendix 2.

Laws and Ratifications, by Country

Country	Region	2015 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Kazakhstan	AP	Moderate Advancement	X	X	X	X	X	X	16	18	17	X
Kenya	AF	Minimal Advancement	X	X	X		X	X	16	18	14	X
Kiribati	AP	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Kosovo	EUR	Moderate Advancement	N/A	N/A	N/A	N/A	N/A	N/A	15	18	15	X
Kyrgyz Republic	AP	Moderate Advancement	X	X	X	X	X	X	16	18	15	X
Lebanon	MENA	Moderate Advancement	X	X	X	X		X	14	18	15	X
Lesotho	AF	Moderate Advancement	X	X	X	X	X	X	15	18	13	X
Liberia	AF	Moderate Advancement		X	X			X	16	18	15	X
Macedonia	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Madagascar	AF	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Malawi	AF	Moderate Advancement	X	X	X	X	X	X	14	16/18	18	X
Maldives	AP	Minimal Advancement	X	X	X	X	X	X	16	18	13	X
Mali	AF	Moderate Advancement	X	X	X	X	X	X	14	18	15	X
Mauritania	AF	Moderate Advancement	X	X	X	X		X	14	18	14	X
Mauritius	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Moldova	EUR	Moderate Advancement	X	X	X	X	X	X	16	18	18	X
Mongolia	AP	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Montenegro	EUR	Significant Advancement	X	X	X	X	X	X	15	18	15	X
Montserrat	EUR	No Advancement	N/A	N/A	X	N/A	N/A	N/A	16	18	16	X
Morocco	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Mozambique	AF	Moderate Advancement	X	X	X	X	X	X	15	18	13	X
Namibia	AF	Moderate Advancement	X	X	X	X	X	X	14	18	16	X
Nepal	AP	Moderate Advancement	X	X	X	X	X		14	17		X
Nicaragua	LAC	Moderate Advancement	X	X	X	X	X	X	14	18	12	X
Niger	AF	Moderate Advancement	X	X	X	X	X	X	14	16	16	X

Appendix 2.

Laws and Ratifications, by Country

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						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Nigeria	AF	Moderate Advancement	X	X	X	X	X	X	12	18	15	X
Niue	AP	No Advancement	N/A	N/A	X						16	X
Norfolk Island	AP	No Advancement		X	X	X	X	X			15	X
Oman	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Pakistan	AP	Moderate Advancement	X	X	X	X			N/A	15	16	X
Panama	LAC	Significant Advancement	X	X	X	X	X	X	14	18	15	X
Papua New Guinea	AP	Minimal Advancement	X	X	X				16	18		
Paraguay	LAC	Significant Advancement	X	X	X	X	X	X	14	18	15	X
Peru	LAC	Significant Advancement	X	X	X	X	X	X	14	18	17	X
Philippines	AP	Significant Advancement	X	X	X	X	X	X	15	18	18	X
Rwanda	AF	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Saint Helena, Ascension, and Tristan da Cunha	EUR	No Advancement		X	X					18	15/16	X
Saint Lucia	LAC	Moderate Advancement		X	X	X	X	X	15	18	15	X
Saint Vincent and the Grenadines	LAC	Minimal Advancement	X	X	X	X	X	X	14	14	16	X
Samoa	AP	Minimal Advancement	X	X	X				15	18	14	
São Tomé and Príncipe	AF	Minimal Advancement	X	X	X			X	14	18	12	X
Senegal	AF	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Serbia	EUR	Minimal Advancement	X	X	X	X	X	X	15	18	15	X
Seychelles	AF	Minimal Advancement	X	X	X	X	X	X	15		16	X
Sierra Leone	AF	Minimal Advancement – Efforts Made but Regression in Policy that Delayed Advancement	X	X	X	X	X	X	15	18	15	X

Appendix 2.

Laws and Ratifications, by Country

Country	Region	2015 Assessment	ILO C. 138	ILO C. 182	CRC	CRC Optional Protocols		Palermo Protocol	Minimum Ages for Work		Education	
						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Solomon Islands	AP	Moderate Advancement	X	X	X				12	15		
Somalia	AF	Minimal Advancement – Efforts Made but Regression in Practice that Delayed Advancement		X	X				15	18		X
South Africa	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
South Sudan	AF	No Advancement – Efforts Made But Complicit in Forced Child Labor	X	X	X				14	18	13	X
Sri Lanka	AP	Moderate Advancement	X	X	X	X	X	X	14	18	14	X
Suriname	LAC	Minimal Advancement		X	X	X		X	14	18	12	X
Swaziland	AF	No Advancement – Efforts Made But Complicit in Forced Child Labor	X	X	X	X	X	X	15	18		X
Tanzania	AF	Moderate Advancement	X	X	X	X	X	X	14	18	14	
Thailand	AP	Moderate Advancement	X	X	X	X	X	X	15	18	16	X
Timor-Leste	AP	Moderate Advancement		X	X	X	X	X	15	17	16	X
Togo	AF	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Tokelau	AP	No Advancement	U	U	U	U	U	U		18	16	X
Tonga	AP	No Advancement	N/A	N/A	X						18	
Tunisia	MENA	Moderate Advancement	X	X	X	X	X	X	16	18	16	X
Turkey	EUR	Moderate Advancement	X	X	X	X	X	X	15	18	17	X
Tuvalu	AP	Minimal Advancement			X				14	15	15	
Uganda	AF	Significant Advancement	X	X	X	X	X		14	18	12	X
Ukraine	EUR	Minimal Advancement – Efforts Made but Continued Law that Delayed Advancement	X	X	X	X	X	X	16	18	17	X

Appendix 2.

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						CRC- CSEC	CRC- AC		Min Age/ Work	Min Age/ Haz Work	Compulsory Education Age	Free Public Education
Uruguay	LAC	Moderate Advancement	X	X	X	X	X	X	15	18	17	X
Uzbekistan	AP	No Advancement – Efforts Made But Complicit in Forced Child Labor	X	X	X	X	X	X	16	18	18	X
Vanuatu	AP	No Advancement		X	X	X	X		14	15		
Venezuela	LAC	Minimal Advancement	X	X	X	X	X	X	14	18	15	X
Wallis and Futuna	EUR	No Assessment	X	X	X	X	X	X	14	18	16	X
West Bank and the Gaza Strip	MENA	Minimal Advancement	N/A	N/A	X	X	X	N/A	15	18	16	X
Western Sahara	MENA	Moderate Advancement	X	X	X	X	X	X	15	18	15	X
Yemen	MENA	No Advancement	X	X	X	X	X		14	18	15	X
Zambia	AF	Moderate Advancement	X	X	X			X	15	18		X
Zimbabwe	AF	Minimal Advancement	X	X	X	X	X	X	16	18		

Report Guide

RESEARCH METHODS, ORGANIZATION AND CONTENT OF COUNTRY PROFILES, & FRAMEWORK FOR COUNTRY ASSESSMENTS

1. RESEARCH METHODS

1.1 Data Collection and Sources

Information was gathered for this report through desk research, U.S. embassy reporting, and limited field work. Information was also received from some foreign governments. Desk research consisted of an extensive review of mostly online materials, which included both primary and secondary sources. The sources included academic and independent researchers, media outlets, NGOs, international organizations, foreign governments, and U.S. Government agencies. Information was also collected from U.S. Government-funded technical assistance and field research projects.

Examples of sources used in this report are the latest editions available of country laws relevant to child labor, national-level child labor surveys, NGO reports on the nature of child labor in various countries, and UN reports, including direct requests and observations by the ILO Committee of Experts.⁽¹⁾

USDOS and U.S. embassies and consulates abroad provided important information by gathering data from contacts, conducting site visits, and reviewing local media sources. A request for information from the public was published in the *Federal Register*, and a copy of the request was mailed to the Washington, DC-based foreign embassies of the countries covered in this report.⁽²⁾ Data were also gathered through site visits to certain countries covered in this report, which included the collection of additional documents, as well as key informant interviews.

1.2 Analysis of Information

The existence of child labor, particularly in its worst forms, often involves violations of laws and regulations, including serious criminal violations in some egregious cases. Information on child labor may be intentionally suppressed. The victims of the worst forms of child labor may be too vulnerable or politically underrepresented or marginalized to claim their rights or even communicate their situations. These factors make information on the worst forms of child labor often difficult to obtain. Therefore, in order to compile a credible and comprehensive report, ILAB used the following criteria to assess information:

1. ***Nature of the information.*** Whether the information about child labor and government efforts to combat it gathered from research, public submissions, or other sources is relevant and probative, and covers the “worst forms of child labor” and “government efforts” as used in this report (See “Key Definitions”). Specific evidence of government efforts was preferred where it was available.
2. ***Date of the information.*** Whether the source information about child labor is no more than 5 years old. More current information was given priority, and ILAB used sources published during the reporting period to the extent possible. Information older than 5 years was generally not considered.

However, in the case of child labor statistics, certain factors contribute to less frequent generation of new data. Because government and other efforts to address exploitative child labor take time to have an impact on national-level rates of child labor, children’s involvement in such activities does not change dramatically from year to year. Child labor surveys are carried out infrequently, in part, because the child labor picture does not change frequently (although there have been recent increases in the number of surveys carried out). In order to present an overall picture of children’s work in as many countries as possible, ILAB used statistics in some cases that are more than 10 years old as of the writing of this report (from 2005). For more information on the statistics used in this report, see the “Child Labor and Education Statistics: Sources and Definitions” section in Appendix II.

In addition, in cases in which previous editions of this report have asserted that the worst forms of child labor exist in the production of goods, and in the absence of evidence that the problem has been effectively eliminated, sources older than 5 years may be used. This practice makes the report’s information on such forms

of child labor consistent with USDOL's *List of Goods Produced by Child Labor or Forced Labor* as mandated by the Trafficking Victims Protection Reauthorization Act of 2005 (TVPPRA). Statements that the worst forms of child labor exist in the production of goods will be removed when there is evidence that the problem has been effectively eliminated.

3. **Source of the information.** Whether the information, either from primary or secondary sources, is from a source whose methodology, prior publications, degree of familiarity and experience with international labor standards, and/or reputation for accuracy and objectivity warrants a determination that it is relevant and probative.
4. **Extent of the corroboration.** Whether the information about the use of child labor is corroborated by other sources.

1.3 Limitations

While data on the worst forms of child labor and information about government efforts to provide remediation are improving, data are still insufficient to provide a complete understanding of the problem. A lack of information may create the impression that a country has less serious problems with the worst forms of child labor than it has in reality. At the same time, this dearth of information may create the impression that a government is doing less than it should, when, in fact, efforts to combat the worst forms exist, but are simply unreported or unpublicized. Although countries with open and available information may sometimes appear to have larger problems relative to other countries, this may not be the case. In fact, countries that collect information on child labor are in a better position to eliminate the problem than those countries where such information is suppressed, because they can target their policies and programs at identified problem areas in order to achieve maximum impact.

Although information was requested from the public, including governments covered in the report, only 10 governments out of the 137 countries submitted information in response to the request.⁽²⁾ In addition, the lack of in-country data collection and access to other in-country sources of information in the majority of the countries may have also impacted the reporting.

Due to the inability to travel to each country covered in the report, ILAB relies on U.S. embassies and Internet research to gather primary and secondary sources of information. For countries where Internet access and technology is limited, there may be less information available online. Countries with more closed government processes and less civil society participation may also have less information readily available. When ILAB was unable to find information about the major topics of discussion, including the content of important laws or enforcement efforts, this was noted.

Most of ILAB's online research was conducted in English; however, some research was conducted in Spanish, French, and to a limited extent, Portuguese, Russian, and Arabic. Materials written in other languages were generally not reviewed.

Despite ILAB's best efforts to cover relevant topics as comprehensively as possible, the report cannot cover every salient issue that may affect children's involvement in the worst forms of child labor. For example, there are many factors that impact whether a household will send its child to school, to work, or to both. A lack of available information, however, limits the discussion of these issues for some countries. In these cases, we note that the profile's discussion is incomplete. Furthermore, ILAB chose to limit its discussion of education to the issue of access, and generally does not discuss education quality as research on the relationship between education quality and child labor is lacking.

2. ORGANIZATION AND CONTENT OF COUNTRY PROFILES

ILAB organized country profiles to track the types of efforts outlined in the TDA Conference Committee report. In this report, the Conference Committee indicated that the President should consider certain criteria when determining whether a country has met its obligation under the GSP program to implement its international commitments to eliminate the worst forms of child labor.⁽³⁾ Each country profile contains information regarding these criteria: an introductory paragraph that provides an assessment of government actions to advance efforts in eliminating the worst forms of child labor, six sections that describe the problem and different aspects of government efforts to address it, and a set of suggested actions.

The content of the six sections comprising a country profile is described in detail below.

2.1. Content of Country Profiles

Each country profile begins with an overview for 2015 in a single paragraph, beginning with a statement identifying the assessment level assigned to the country for 2015. See for a more detailed discussion on the criteria used to determine a country's assessment.

Following the statement of assessment, the paragraph offers a summary of key findings in the country profile. The narrative includes any meaningful efforts taken by a government to implement its commitments to eliminate the worst forms of child labor. The narrative also notes the most common or egregious forms of child labor found in the country and highlights areas in which key gaps in government efforts remain. In addition, the narrative identifies countries that, regardless of meaningful efforts made in relevant areas, experienced delays in advancing the elimination of the worst forms of child labor as a result of (1) establishing a regressive or significantly detrimental law, policy, or practice during the reporting period, or (2) failing to remedy a regressive or significantly detrimental law, policy, or practice that was established in previous years. Finally, ILAB also identified countries that had a policy or demonstrated a practice of being complicit in the use of forced child labor in more than an isolated incident at the national, regional, or local level.

Section 1: Prevalence and Sectoral Distribution of Child Labor

The first section of each country profile attempts to provide, to the extent that information is available, a comprehensive picture of the worst forms of child labor in the country. This section begins with a review of available data on working children and school attendance, followed by a presentation of the most common sectors and activities in which children are engaged. It provides information about the nature and conditions of the work when such information is available.

Section 2: Legal Framework for the Worst Forms of Child Labor

The second section of each country profile provides information on two criteria established in the TDA Conference Committee report: “1) whether the country has adequate laws and regulations proscribing the worst forms of child labor,” and “2) whether the country has adequate laws and regulations for the implementation and enforcement of such measures.”⁽³⁾ Accordingly, this section describes a country's legal framework with regard to the worst forms of child labor and assesses the adequacy of that legal framework by comparing it, in general, to the standards called for in C. 182 and C. 138, as well as in other international instruments, including the Palermo Protocol and the Convention on the Rights of the Child and its Optional Protocols. In line with the ILO Committee of Experts, ILAB considered any law that could be used to prohibit child labor, including its worst forms. ILAB also considered whether the country had ratified key international instruments related to child labor.

In this section, ILAB observed whether laws were comprehensive in their prohibitions of all variations of a particular worst form. It is important to note that ILAB focuses on legal protections against the worst forms of child labor regardless of whether a problem exists in a country. This is to ensure that legal frameworks also serve as preventive mechanisms. For example, even if a country does not have a problem with the use of children in illicit activities, if there are no laws that exist to prohibit the use of children in illicit activities, the report points out a gap when comparing laws on this issue against international standards.

With these general parameters in mind, most reports contain some combination of the following assessments. With regard to forced child labor, ILAB assessed whether a country's laws comprehensively prohibit all manifestations of the problem of forced child labor, including trafficking in persons, and debt bondage. With regard to child trafficking specifically, ILAB reviewed the adequacy of existing legal protections related to the international and domestic trafficking for both commercial sexual exploitation and forced labor against the Palermo Protocol's standard for child trafficking, including whether they prohibit the five stages of the trafficking in persons process – the recruitment, harboring, transportation, transfer, and receipt of persons.

In all cases in which countries maintain a military force, ILAB assessed whether the minimum age for compulsory military recruitment is 18 and whether the minimum age for voluntary military recruitment is at least 15 years. In countries where there is an ongoing armed conflict, ILAB also examined whether the law prohibits voluntary recruitment of children by the government's armed forces, as well as other armed groups.

On the issue of commercial sexual exploitation of children, ILAB assessed whether a country's laws criminally prohibit the recruitment, use, sale of, and benefiting from monetary or in kind transactions involving children for prostitution,

the production, distribution/sale of, benefiting from, and possession of child pornography, and for pornographic performances. Regarding illicit activities, ILAB assessed whether the law criminally prohibits the use, procuring, or offering of a child in both the production and trafficking of drugs.

ILAB assessed whether the types of hazardous work a country has prohibited were comprehensive, based on whether there was evidence that children were engaging in work where, according to ILO R. 190, the work may be hazardous. Because the standards on the minimum age for work in ILO C. 138 provide a foundation for protections against the worst forms of child labor, ILAB used the standards embodied in that convention to assess each country's minimum age for admission to work and the age up to which education is compulsory.⁽¹⁾ ILO C. 138 establishes that countries should set a minimum age for work of 15, or 14 for countries with less-developed economies where the country has specified an age of 14 upon ratification. It also indicates that if countries have a light work framework, they should set a minimum age for light work at 13, or 12 for less-developed economies, and that legislation related to light work should determine the activities which may be permitted, prescribe the number of hours per week, and specify the conditions in which light work may be undertaken. According to ILO C. 138, the minimum age for work shall not be less than the age for compulsory education. ILAB recognizes that the Convention calls upon member states to avoid the establishment of a minimum age for work lower than the compulsory school age. However, the opposite situation—in which the minimum age for work is higher than the minimum age for compulsory schooling—should also be avoided. It is possible that a low (or no) compulsory school age may encourage children below the legal age of employment to work because they are not required to attend school. Because such work is illegal, it may be more hidden from public view than other forms of work, thus increasing the possibility of exploitation through involvement in hazardous work or other worst forms of child labor. Therefore, the section notes when a country's minimum age for compulsory education falls below the minimum age for employment. It also notes whether a country has free public education.

Section 3: Enforcement of Laws on the Worst Forms of Child Labor

The third section of each country profile addresses the third criteria included in the TDA Conference Committee report: “3) whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor.”⁽³⁾ This section describes the roles of government agencies in enforcing laws relevant to child labor, including its worst forms, and reports on labor law and criminal enforcement efforts made during the reporting period.

In this section, ILAB analyzed whether or to what degree the country had defined enforcement agency roles and had investigated and addressed complaints related to allegations of the worst forms of child labor. Because ILO C. 182 discusses enforcement to a limited extent, other international standards and practices were also considered as general evaluating guidelines, including those from ILO Conventions 81 and 129 on Labour Inspection and Labour Inspection in Agriculture, respectively. To the extent possible, ILAB assessed whether the country had:

- Established labor inspection systems;
- Provided sufficient funding and resources to enforce child labor laws and regulations;
- Employed a sufficient number of inspectors according to the ILO's recommendation to enforce the country's child labor laws and regulations;
- Provided sufficient training to inspectors, including initial training for new employees, training on new laws related to child labor, and refresher courses;
- Developed and implemented an adequate labor inspection strategy that allowed for different types of on-site inspections of worksites (for example, routine, targeted, complaint-driven, and unannounced inspections), and conducted inspections with sufficient frequency and in all relevant sectors;
- Provided sufficient authority to the labor inspectorate to sanction child labor violations and follow through with sanctions where appropriate; and
- Published information on specific inspection results and fines or sanctions imposed for violation of child labor laws and regulations, including its worst forms.
- A complaint mechanism for labor violations.
- A reciprocal referral mechanism between labor authorities and social services.

Although ILAB researched and requested law enforcement information in each of the above areas for this year's report, this information was not available in all cases. For example, in many cases, ILAB did not have enough information

to determine whether numbers of inspectors were sufficient in the country. Only in certain situations, where the government acknowledged they did not have a sufficient number of labor inspectors or ILAB obtained information indicating that the number of labor inspectors was small relative to the size of the country's workforce, did ILAB make findings of insufficiency. In the latter situation, ILAB considered the ILO's recommendation that the number of labor inspectors in relation to workers should approach 1:10,000 in industrial market economies, 1:15,000 in industrializing economies, 1:20,000 in transition economies, and 1:40,000 in less developed countries in determining whether a finding should be made.⁽⁴⁾

Additionally, ILO R. 190 states that countries should criminally prohibit the categorical worst forms of child labor, in Articles 3(a)-(c). Therefore, the report also assessed whether for criminal law enforcement the country had:

- Established criminal investigation systems;
- Provided sufficient funding and resources to enforce worst forms of child labor laws and regulations;
- Provided sufficient training to investigators, including initial training for new employees, training on new laws related to child labor, and refresher courses;
- Conducted an adequate number of investigations related to the worst forms of child labor;
- Published information on specific investigation results and violations, prosecutions and convictions related to the worst forms of child labor.
- A reciprocal referral mechanism between criminal authorities and social services.

Section 4: Coordination of Government Efforts on the Worst Forms of Child Labor

The fourth section of each country profile also addresses the third criterion included in the TDA Conference Committee report: "(3) whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor."⁽³⁾ This section provides information on institutions charged with coordinating overall efforts to combat child labor, including its worst forms, in the country. Although the Conference Committee report speaks only to whether such mechanisms are in place with regard to investigation and complaints of the worst forms of child labor, ILO C. 182, Article 5, states that "[e]ach Member shall, after consultation with employers' and workers' organizations, establish or designate appropriate mechanisms to monitor the implementation of the provisions giving effect to this Convention." ILAB applied this concept of monitoring to all provisions of the Convention, not just those directly related to enforcement of child labor laws. However, since the term "monitor" is often associated exclusively with enforcement activities, ILAB uses the term "coordinate" to describe this function.

Section 5: Government Policies on the Worst Forms of Child Labor

The fifth section of each country profile provides information on the fourth criterion in the TDA Conference Committee report: "whether the country has a comprehensive policy for the elimination of the worst forms of child labor."⁽³⁾ This section describes a country's policies and plans to combat child labor, including its worst forms.

ILAB used the framework provided in ILO R. 190, Article 15(f), which illustrates measures that countries might take to combat the worst forms of child labor, such as "encouraging the development of policies by undertakings to promote the aims of the Convention."⁽⁵⁾ In ILO C. 182 and in comments from the ILO Committee of Experts, the terms "programs" and "plans of action" are often used interchangeably. Indeed, it is difficult to distinguish, in some cases, among a policy, a plan, and a program.⁽⁶⁾ For purposes of the TDA Report, a policy on child labor is defined as a framework that lays out general principles that are intended to guide a government's actions on child labor. Although policies may call for the passage of new laws and the establishment of new programs, for the purposes of the TDA Report, whether laws are adopted or programs are implemented is discussed in the "Legal Framework for the Worst Forms of Child Labor" section or the "Social Programs to Address Child Labor" section, respectively.

Specifically, ILAB assessed whether governments had done the following:

- Established specific child labor policies, any related development policies that explicitly incorporate the issue of child labor, or any related development policies that do not explicitly target child labor but that could have an impact on the problem. (ILAB determined that because so few governments distinguish between worst forms of child labor and child labor, any policy on child labor, whether targeted to worst forms of child labor or not, would be discussed.)

- Ensured that these policies included specific action plans, assigned responsibilities, established goals, and set timetables.
- Implemented its established policies and plans.

Section 6: Social Programs to Address Child Labor

The sixth section of each country profile provides information on the fifth criterion in the TDA Conference Committee report: “whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor and assist in the removal of children engaged in the worst forms of child labor.”(3) As in the section on policies, this section describes both programs focused on the worst forms of child labor and those focused on all forms of child labor, because countries often do not distinguish between the two in child labor programs. Also, as in the policies section, this section discusses programs that focus on child labor specifically, as well as programs that address poverty, education, and other related matters that could have a beneficial impact on child labor. Only programs launched or implemented during the reporting period are included in this section.

ILAB generally considered the implementation of projects through international organizations to be government efforts because the projects can only be carried out with the consent of the government and such efforts are sometimes considered part of national budgets.

ILAB applied standards embodied in Articles 6 and 7 of ILO C. 182 to assess country programs to combat child labor. ILO R. 190 was also used in determining the kinds of efforts that governments might make, such as giving special attention to girls, providing training to employers and workers, and raising awareness. With this in mind, ILAB assessed whether governments had:

- Participated in any social programs to combat child labor, including programs aimed at directly preventing and withdrawing children from child labor;
- Implemented social programs with sufficient resources to combat the scope and magnitude of the child labor problem at issue;
- Targeted at-risk populations; and
- Implemented social programs successfully and sustainably.

SUGGESTED GOVERNMENT ACTIONS TO ELIMINATE THE WORST FORMS OF CHILD LABOR

The last section of each country profile is a set of suggested actions. These suggested actions serve as a roadmap of efforts that individual countries can follow to more fully address the worst forms of child labor. The year in which a suggested action was first provided is listed in the table followed by every year the action was included in the report and not addressed.

3. FRAMEWORK FOR COUNTRY ASSESSMENTS

3.1 Objective for Country Assessments

ILAB is using an assessment tool to clearly indicate and highlight the status of efforts by each country benefiting from U.S. trade preferences to eliminate the worst forms of child labor.

3.2 Research Question Guiding Country Assessments

The research question that ILAB is asking in its assessment of an individual beneficiary country is, “To what extent did the beneficiary country advance efforts to eliminate the worst forms of child labor during the reporting period?”

3.3 Scope of Country Assessment

As discussed, the TDA Conference Committee report outlines the following six criteria that the President is asked to consider in determining whether a country is implementing its international commitments to eliminate the worst forms of child labor:

1. Whether the country has adequate laws and regulations proscribing the worst forms of child labor;
2. Whether the country has adequate laws and regulations for the implementation and enforcement of such measures;
3. Whether the country has established formal institutional mechanisms to investigate and address complaints related to allegations of the worst forms of child labor;

4. Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;
5. Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor; and
6. Whether the country is making continual progress toward eliminating the worst forms of child labor.

The country assessment tool is intended to inform the sixth criterion listed above: “whether the country is making continual progress toward eliminating the worst forms of child labor.” In preparing the assessments, ILAB evaluated the first five criteria listed above, grouping them into the same five areas addressed in the individual country profiles: laws and regulations, enforcement, coordination, policies, and social programs. The assessment is based on an analysis of the status of each country’s efforts in these five areas considered as a whole and compared to their own prior efforts. The assessments do not take into account the impact of the government actions on the problem, or whether they have a documented effect in eliminating the worst forms of child labor. This type of analysis would require rigorous impact evaluations and assessments based on data from solid research designs, which is beyond the scope of this report. Importantly, the assessment is not intended to reflect a determination of “whether a country has implemented its commitments to eliminate the worst forms of child labor.” That determination is reserved for the President.

3.4 Method for Determining a Country Assessment

Each country profile presented in this report identifies a set of suggested actions for governments to take in order to advance efforts to eliminate the worst forms of child labor. The implementation—or lack of implementation—of these suggested actions establishes a baseline, or point of reference, from which to assess a country’s advancement. These actions, in combination with other efforts undertaken by a country, were considered when assessing the level of a country’s advancement during the current reporting period compared with the previous reporting period.

Once a country’s efforts were identified, ILAB assessed (1) the significance of efforts—actions that could have an impact in eliminating the worst forms of child labor—undertaken during the reporting period, and (2) the extent to which these efforts addressed the first five TDA criteria, outlined above, in a limited or meaningful manner during the reporting period. In addition, ILAB reviewed whether there were delays in advancing the worst forms of child labor as a result of a government (1) establishing a regressive or significantly detrimental law, policy, or practice during the reporting period, or (2) failing to remedy a regressive or significantly detrimental law, policy, or practice that was established in previous years. Finally, ILAB also examined whether countries had a policy or demonstrated a practice of being complicit in forced child labor in more than an isolated incident at the national, regional, or local level.

To promote consistency and transparency, and to operationalize those first five TDA criteria, each country’s efforts were analyzed according to a uniform set of guidance questions related to the five general areas of laws and regulations, enforcement, coordination, policies, and social programs. These guidance questions are presented in Appendix II.

REFERENCES

1. ILO Committee of Experts. *Committee of Experts on the Application of Conventions and Recommendations*; accessed <http://www.ilo.org/global/standards/applying-and-promoting-international-labour-standards/committee-of-experts-on-the-application-of-conventions-and-recommendations/lang--en/index.htm>. The ILO CEACR examines and makes two types of comments upon the application of international labour standards by states parties to the relevant conventions. Direct requests contain technical comments or questions raised by the application of a particular convention by a state. These requests are sent directly to governments. Observations contain comments on fundamental questions raised by the application of a particular convention by a state. These observations are published in the Committee’s annual report.
2. U.S. Department of Labor. “Child Labor, Forced Labor, and Forced or Indentured Child Labor in the Production of Goods in Foreign Countries and Efforts by Certain Foreign Countries To Eliminate the Worst Forms of Child Labor.” *Federal Register*, 80(207):65805 (October 27, 2015.); <https://www.federalregister.gov/articles/2015/10/27/2015-27329/child-labor-forced-labor-and-forced-or-indentured-child-labor-in-the-production-of-goods-in-foreign>.
3. *H. Rept. 106-606, (2000) (Conf. Rep.)*, enacted
4. ILO. *Strategies and Practice for Labour Inspection*. Geneva, Committee on Employment and Social Policy; November 2006. <http://www.ilo.org/public/english/standards/relm/gb/docs/gb297/pdf/esp-3.pdf>. Article 10 of ILO Convention No. 81 calls for a “sufficient number” of inspectors to do the work required. As each country assigns different priorities of enforcement to its inspectors, there is no official definition for a “sufficient” number of inspectors. Amongst the factors that need to be taken into account are the number and size of establishments and the total size of the workforce. No single measure is sufficient but in many countries the available data sources are weak. The number of inspectors per worker is currently the only internationally comparable indicator available. In its policy and technical advisory services, the ILO has taken as reasonable benchmarks that the number of labor inspectors in relation to workers should approach: 1/10,000 in industrial market economies; 1/15,000 in industrializing economies; 1/20,000 in transition economies; and 1/40,000 in less developed countries.
5. ILO. *R190 - Worst Forms of Child Labour Recommendation, 1999 (No. 190): Recommendation concerning the prohibition and immediate action for the elimination of the worst forms of child labour*; accessed https://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:12100:0::NO:12100:P12100_INSTRUMENT_ID:312528:NO.
6. ILO. *C182 Worst Forms of Child Labour Convention, 1999*; accessed June 13, 2016; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Reference Materials

CHILDREN'S WORK AND EDUCATION STATISTICS: SOURCES AND DEFINITIONS

Approximately 122 country profiles in this report include a statistical table (Table 1. Statistics on Children's Work and Education) with data on the percent of working children, school attendance rate, percent of children who combine school and work, and/or primary completion rate. For a smaller set of profiles, the percent of children who work by sector is provided in a chart in each profile.

This section provides definitions and describes the sources for these data. This section also discusses some of the strengths and weaknesses of these data. While in a few cases more current sources of data may be available than those used here, the report uses the most reliable, standardized sources available to date to allow for cross-country comparisons. Because reliable child labor surveys are not available for many countries, in some cases, USDOL uses statistics from child labor surveys that are more than 10 years old (data from 2005) at the time of writing this report. In the event that data did not exist from the sources described below, no other reliable and publicly available source of data exists for a country, or data exists but had not been analyzed to allow for cross-country comparisons, the report concludes that the statistics are "unavailable."

WORKING CHILDREN (CHILDREN IN EMPLOYMENT)

Many of the statistical tables in the country profiles in this report present data on the percentage and number of working children (children in employment) in the country in question. Data presented in the current report may differ from data that were presented in previous reports because more updated data have become available.

Definition

Working children or children in employment are those engaged in any economic activity for at least 1 hour during the reference period. Economic activity includes market production and certain types of non-market production (principally the production of goods and services for own use). The work children perform may be in the formal or informal economy, inside or outside family settings, for pay or profit. This includes children working in domestic service outside the child's own household for an employer (paid or unpaid). This definition is in accordance with the *Resolution Concerning Statistics of Child Labour (Resolution II)* adopted by the 18th International Conference of Labour Statisticians (ICLS) in 2008 and the report, *Marking Progress Against Child Labour*, published by the ILO in 2013.(1, 2)

Children in Employment Versus Child Labor

This report presents statistics on working children rather than children involved in child labor (for the precise definitions of these terms, please see the "Definitions Related to Child Labor" section). The definition of working children does not vary among countries. For this reason, statistics on working children are comparable across countries. In contrast, child labor statistics are based on national legislation, including, for example, the minimum age for work, which vary from country to country. As a result, child labor data are not comparable across countries.

Data Sources and Limitations

Data are from UCW project analysis of primarily four survey types: (1) ILO's SIMPOC surveys; (2) UNICEF's Multiple Indicator Cluster Surveys (MICS); (3) World Bank-sponsored surveys, including Living Standards Measurement Surveys (LSMS), Priority Surveys, and others; and (4) other types of survey instruments including Labor Force Surveys (LFS) and Demographic and Health Surveys (DHS).(3) The first three survey programs are commonly recognized as being the primary sources for data on children's work and child labor and, therefore, generally received priority over all other available data sources.(4)

According to UCW researchers, typical surveys on children's work do not collect enough detailed information on children's activities to accurately measure economic activity.(5) This sentiment was echoed in December 2008 at the 18th ILO International Conference of Labor Statisticians. A resolution was adopted at the conference that provides guidelines for governments on collecting child labor data. Specifically, the guidance indicates that countries may choose to use a broad framework to measure children's work and child labor that encompasses unpaid household services or that countries may use a narrower definition of children's work that excludes such services, as long as the definition used is clearly specified.(6) This resolution is contributing to the collection of more comparable data on children's involvement in non-market activities.

In analyzing the data from the above-mentioned surveys, UCW attempted to apply a standard definition of children's work. Although UNICEF MICS and ILO SIMPOC reports, for example, each use a different definition of work (as of the writing of this report, MICS survey reports include household chores in their definition of work, while SIMPOC reports do not), to the extent possible UCW applied a common definition of work to the micro-data described. To date, this has resulted in the individual analysis of more than 152 data sets. While every attempt was made to present a standardized child work statistic, there are differences across surveys that have the potential to affect the comparability of statistics across countries and across years. Some of these differences are explained in greater detail here but in general include differing age groups, questionnaire content and wording, purpose of the survey, sample design, non-sampling errors, and year of data collection.

In general, data are presented for children ages 5-14, but some of the profiles present a work statistic for children ages 6-14, 7-14, or 10-14, depending on the age categories used in the original survey. The wording of work-related questions may also impact results. For example, the question on work in these surveys usually refers to work in the past 7 days; however, some surveys may refer to work activities in the past 12 months and are therefore likely to capture a higher proportion of working children than surveys with 7-day timeframes. The purpose of the survey—whether the survey is designed specifically to measure children's work and child labor (SIMPOC surveys) or to measure the impact of poverty reduction programs (World Bank's LSMS)—may affect estimates of children's work. In addition, sample design may impact survey results. For example, children's work is often geographically clustered, and SIMPOC surveys are designed to capture children's work in such geographic areas. As a result, estimates of working children based on SIMPOC data are typically higher when compared to estimates based on LSMS surveys, which do not use the same sample design.⁽⁷⁾ The ILO and UCW continue to investigate the effects of these survey differences on estimates of children's work.

As noted, some country profiles also include the sector in which children reportedly work. For some surveys, sector of work was not reported by the entire sample of working children. Therefore, the distribution of children working by sector (i.e., agriculture, industry, and services) represents children with non-missing data for sector of work. For more information on the sectors of work reported in the chart, see Table 1 in "Formats".

PERCENT OF CHILDREN ATTENDING SCHOOL

The percentage of children attending school is the share of all children within a specified age group that reported attending school. The UCW project data described above in the section "Working Children" are used to develop country-specific school attendance statistics. To be consistent with estimates of child work, the age group for which attendance statistics are calculated for children is generally ages 5-14 years. In some cases, however, different age categories are used, usually ranging from ages 6-14 years or 7-14 years.

PERCENT OF CHILDREN COMBINING SCHOOL AND WORK

The percentage of children who combine school and work is the share of all children within a specified age group reporting both working and attending school. The UCW project data described above in the section "Working Children" are used to develop country-specific statistics on children combining school and work. The age group for which these statistics are calculated is usually for children ages 7-14 years.

PRIMARY COMPLETION RATE

This report uses the "gross intake ratio in the last grade of primary" as a proxy measure for primary completion. This ratio is the total number of new entrants in the last grade of primary education, regardless of age, expressed as a percentage of the population at the theoretical entrance age to the last grade of primary. A high ratio indicates a high degree of current primary education completion. Because the calculation includes all new entrants to the last grade (regardless of age), the ratio can exceed 100 percent, due to over-aged and under-aged children who enter primary school late/early and/or repeat grades.

Data Sources and Limitations

Unlike the other statistics presented in the country data tables, which are all based on UCW analysis as described above, primary completion rate data are from the UNESCO Institute for Statistics. The data were downloaded on December 16, 2015, and are available at <http://www.uis.unesco.org/Pages/default.aspx?SPSLanguage=EN>. For more information on this statistic, please see the UNESCO Institute for Statistics Glossary at <http://glossary.uis.unesco.org/glossary/en/home>.

UNESCO uses population estimates from the United Nations Population Division (UNDP) to calculate some of the rates it publishes, including the gross intake ratio to last grade of primary. These population estimates change over time.

(The last revision that affected the statistics used in this report was in 2015.) All population-based indicators, including gross intake ratio to last grade of primary, for all years are re-calculated using these latest estimates. For some countries/years, when the new UNDP population estimates are found to be inconsistent with education data, related indicators are removed. All updates made to UNESCO data on gross intake ratio to last grade of primary are reflected in the primary completion rate statistic included in this report.

GLOSSARY OF TERMS

Basic Education

Article 7(c) of ILO C. 182 requires countries to “ensure access to free basic education.” According to the International Standard Classification of Education (ISCED), basic education corresponds to the first nine years of formal schooling and is comprised of primary and lower secondary education. Primary education is considered to be the first stage of ‘basic education’ and covers six years of full-time schooling with the legal age of entrance normally being not younger than five years or older than seven. It is designed to give pupils a sound basis in reading, writing, and mathematics along with an elementary understanding of other subjects, such as history, geography, natural science, social science, religion, art, and music. Lower secondary education is more subject-focused and requires specialized teachers. It corresponds to some three years of schooling and marks the end of compulsory education where it exists. Basic education can also include a wide variety of non-formal and informal public and private educational activities offered to meet the defined basic learning needs of groups of people of all ages.

Article 13 of the 1966 International Covenant on Economic, Social and Cultural Rights (ICESCR) indicates that primary education should be compulsory and free to all. Secondary education, including technical and vocational education, should be available and accessible to all, and free education should be progressively introduced. Article 28 of the 1989 Convention on the Rights of the Child affirms the right of the child to education and the State’s duty to ensure primary education is free and compulsory.

Source: ILO Convention No. 182, *Worst Forms of Child Labor*, (1999); <http://www.ilo.org/ipec/facts/ILOconventiononchildlabour/lang-en/index.htm>. See also UNESCO, Glossary; <http://glossary.uis.unesco.org/glossary/en/home>. See also UIS-UNESCO, *Fixing the Broken Promise of Education For All* (2015), 132; <http://www.uis.unesco.org/Education/Documents/oosci-global-report-en.pdf>. See also UNESCO Institute for Statistics, *ISCED 2011* (2012), <http://www.uis.unesco.org/Education/Documents/isced-2011-en.pdf>. See also UNESCO, *The Right to Education: Law and Policy Review Guidelines* (2014); <http://unesdoc.unesco.org/images/0022/002284/228491e.pdf>.

Bonded Labor

Bonded labor or debt bondage is “the status or condition arising from a pledge by a debtor of his personal services or those of a person under his control as security for a debt if the value of those services as reasonably assessed is not applied towards the liquidation of the debt or the length and nature of those services are not respectively limited and defined,” as defined in the UN Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery (1956).

Bonded labor typically occurs when a person who needs a loan and has no security to offer, pledges his/her labor, or that of someone under his/her control, as a security for a loan. In some cases, the interest on the loan may be so high that it cannot be paid. In others, it may be deemed that the bonded individual’s work repays the interest on the loan but not the principal. Thus, the loan is inherited and perpetuated, and becomes an inter-generational debt.

Bonded labor is identified as one of the worst forms of child labor in ILO C. 182.

Source: United Nations, *Supplementary Convention on the Abolition of Slavery, the Slave Trade, and Institutions and Practices Similar to Slavery*. (September 7, 1956); <http://www.ohchr.org/EN/ProfessionalInterest/Pages/SupplementaryConventionAbolitionOfSlavery.aspx>. See also U.S. Department of Labor, *By the Sweat and Toil of Children, Vol. I: The Use of Child Labor in U.S. Manufactured and Mined Imports*. Washington, DC; 1994, 18. See also ILO-IPEC. *Child Labour: A Textbook for University Students, Appendix 2: Glossary*. Geneva; 2004, 287. See also ILO Convention No. 182, *Worst Forms of Child Labor*, 1999; <http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:1:0>.

Child Domestic Worker

Child domestic workers or domestics are children who work in third party private households under an employment relationship. Child domestic workers engage in a variety of tasks, including cleaning, cooking, gardening, collecting water, and caring for children and the elderly. Child domestic workers sometimes have live-in arrangements, whereby they live in

Source: ILO Convention 189, *Decent Work for Domestic Workers*, (2011); <http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:1:0>. See also ILO, *Ending Child Labour in Domestic Work and Protecting Young Workers from Abusive Working Conditions*. Geneva; 2013, 1, 3.

Since 1995, USDOL has funded over 301 projects in 93 countries. ILAB currently oversees more than \$270 million of active programming to combat exploitative child labor. To date, USDOL-funded child labor elimination projects have rescued approximately 1.9 million children from exploitative child labor and have improved livelihoods for more than 28,000 vulnerable families to reduce their reliance on child labor.

1205

ILOconventionsonchildlabour/lang--en/index.htm. Additional definitional aspects above provided by the ILO.

Compulsory Education

Compulsory education refers to the number of years or the age span during which children and youth are legally obliged to attend school.

Source: UNESCO, Glossary; <http://glossary.uis.unesco.org/glossary/en/home>

Convention on the Rights of the Child

The Convention on the Rights of the Child spells out basic rights of children, such as the right to survival; to develop to the fullest; to protection from harmful influences, abuse, and exploitation; and to participate fully in family, cultural, and social life. The Convention protects children's rights by setting standards in health care, education and legal, civil, and social services. According to Article 32 of the Convention, children have the right "to be protected from economic exploitation and from performing any work that is likely to be hazardous or to interfere with the child's education, or to be harmful to the child's health or physical, mental, spiritual, moral, or social development."

Source: *UN Convention on the Rights of the Child*; <http://www.ohchr.org/en/professionalinterest/pages/crc.aspx>

Education 30 Framework for Action

In May 2015, the Incheon Declaration was adopted at the World Education Forum, committing the global community to a renewed education agenda by 2030 which is tied to Goal 4 of the SDGs which aims to "*Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all*". The agenda is led and coordinated by UNESCO, but is implemented through country-led initiatives, with the support of multi-stakeholder partnerships and financing.

Source: UNESCO, World Education Forum 2015; <http://www.unesco.org/new/en/education/themes/leading-the-international-agenda/education-for-all/education-2030-framework-for-action/>

Hazardous Work

Article 3(d) of ILO C. 182 defines hazardous work as "work which, by its nature or the circumstances in which it is carried out, is likely to harm the health, safety or morals of children." Countries must determine what type of work is considered hazardous work by law or regulation. ILO R. 190 includes items countries may wish to consider in determining which types of work are hazardous.

Source: ILO Convention No. 182, *Worst Forms of Child Labor*, 1999; [http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:1:0::See also ILO Recommendation 190, Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor \(1999\); http://www.ilo.org/ilolex/english/convdisp2.htm](http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:1:0::See+also+ILO+Recommendation+190,+Recommendation+Concerning+the+Prohibition+and+Immediate+Action+for+the+Elimination+of+the+Worst+Forms+of+Child+Labor+(1999);+http://www.ilo.org/ilolex/english/convdisp2.htm).

ILO's Fundamental Principles and Rights at Work Branch (FUNDAMENTALS)

In 2013, the ILO's International Program on the Elimination of Child Labor, created in 1992 to help countries build their capacity to combat child labor, was combined with the Department for the Promotion of the Declaration on Fundamental Principles and Rights at Work (DECLARATION), to create the ILO's Fundamental Principles and Rights at Work Branch, or FUNDAMENTALS. FUNDAMENTALS' mandate is to support member States in meeting their commitments to implement ILO Conventions related to child labor, forced labor, discrimination, and freedom of association and collective bargaining.

Source: <http://www.ilo.org/global/about-the-ilo/how-the-ilo-works/departments-and-offices/governance/fprw/lang--en/index.htm>.

ILO Recommendation 190: Worst Forms of Child Labor

ILO Recommendation 190 (ILO R. 190) supplements the provisions of ILO C. 182 and provides guidance to ratifying countries regarding its implementation. It provides guidelines to assist countries in determining what type of work should be considered hazardous work and thus what type of work countries should prohibit for all children as a worst form of child labor, in accordance with Article 4 of ILO C. 182. The Recommendation describes populations in need of specific attention regarding the worst forms of child labor, such as girls and children involved in hidden forms of work. Finally, ILO R. 190 provides guidance regarding specific steps countries that have ratified ILO C. 182 should take in order to combat the worst forms of child labor, such as the collection and exchange of data on both the problem and best practices

to address it; passage and enforcement of laws that penalize violations with criminal penalties; awareness raising about the problem; establishment of policies against the worst forms of child labor; and international cooperation through technical, legal, and other forms of assistance.

Source: ILO Recommendation 190, *Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor* (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Informal Sector

While the concept of the informal sector was introduced into international usage in the 1970s, it was only in 1993 at the 15th International Conference of Labor Statisticians that an internationally-recognized definition for data collection was established, delineating the informal sector as unincorporated, small and/or unregistered enterprises, and the employees of those enterprises. An enterprise is unincorporated if no complete set of accounts are available that would permit a financial separation of the activities of the enterprise from that of its owner(s), and it produces marketable goods or services. The registration and size criteria are determined according to national circumstances and legislation, which provides a degree of flexibility in identifying the informal sector from country to country. However, all interpretations of this sector share the notion of enterprises whose activities are not covered or are insufficiently covered by law or whose activities are not covered by law in practice, meaning that the relevant law is not applied or enforced. Workers in such enterprises often lack the benefits of regular, stable, and protected employment. Because employers in the informal sector are generally either not covered by labor laws or not held accountable for complying with labor protections, including occupational safety measures, children who work in “hazardous” or “ultra-hazardous” informal settings likely face increased risk of exploitation, including injury. In addition, because businesses in the informal sector are not usually included in official statistics, children working in informal sector enterprises may not be counted in labor force activity rates.

Source: ILO, *Women and Men in the Informal Economy: A Statistical Picture*, [online] 2002; <http://www.ilo.org/dyn/infoecon/docs/441/F596332090/women%20and%20men%20stat%20picture.pdf>. See also ILO, *Measuring informality: a Statistical Manual on the informal sector and informal employment*, [online] 2012; http://www.ilo.org/global/publications/ilo-bookstore/order-online/books/WCMS_222979/lang--en/index.htm.

Illicit Activities

ILO C. 182, Article 3(c) prohibits “the use, procuring or offering of a child for illicit activities, in particular for the production and trafficking of drugs.” Illicit activities in this context can include crimes, but the activity need not be illegal in order to be considered illicit. According to ILO R. 190 and the General Survey on the Fundamental Conventions Concerning Rights at Work, illicit activities can include “activities which involve the unlawful carrying or use of firearms or other weapons,” as well as “the use of children by criminal organizations for transporting weapons and carrying out arson attacks or destroying public or private property, illicit activities such as housebreaking and petty theft, and that there are reports of children being engaged by adults in car breaking, housebreaking, selling drugs and selling stolen goods, ... use of children for forced or organized begging, gambling, the unlawful carrying or use of firearms or other weapons, or for the commission of an offence or a crime using violence or the threat of violence.”

Source: ILO Convention No. 182, *Worst Forms of Child Labor*, 1999; <http://www.ilo.org/dyn/normlex/en/f?p=NORMLEXPUB:1:0>. See also ILO Recommendation 190, *Recommendation Concerning the Prohibition and Immediate Action for the Elimination of the Worst Forms of Child Labor* (1999); <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also General Survey on the Fundamental Conventions Concerning Rights at Work, International Labor Conference, 101st Session, 2012; http://www.ilo.org/wcmsp5/groups/public/@ed_norm/@relconf/documents/meetingdocument/wcms_174846.pdf.

Light Work

This report uses the definition of light work as established in ILO C. 138, Minimum Age for Admission to Employment. Under Article 7(1) of the Convention, “National laws or regulations may permit the employment or work of persons 13 to 15 years of age on light work which is—(a) not likely to be harmful to their health or development; and (b) not such as to prejudice their attendance at school, their participation in vocational orientation or training programmes approved by the competent authority or their capacity to benefit from the instruction received.” Countries that have specified a minimum legal working age of 14 years may permit the employment or work of persons 12-14 years of age in light work as defined in Article 7(1), but should specify limitations on their hours of work as well as activities and conditions in which light work may be undertaken.

Source: ILO Convention No. 138, *Minimum Age for Employment*, (1973), Article 3; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Minimum Age of Work

The minimum age of work is the age at which a child can enter into work. ILO C. 138 states that the minimum age for admission to employment should not be less than the age of completion of compulsory schooling and should not be less than 15 years or 14 years for developing countries who specified a minimum legal age of 14 years upon ratification of C. 138.

Source: ILO-IPEC, *Child Labour: A Textbook for University Students, Appendix 2: Glossary*, 290, Geneva; 2004. <http://ilo.org/ipcinfo/product/viewProduct.do?productId=174>.

Non-Formal Education

Any organized educational activity outside the established formal school system—whether operating separately or as an important feature of some broader activity—that is intended to serve identifiable learning objectives. Non-formal or transitional education programs can enable former child workers to “catch up” or be “mainstreamed” with their peers who began their schooling at the appropriate age.

Source: ILO-IPEC, *Child Labour: A Textbook for University Students, Appendix 2: Glossary*, 290, Geneva; 2004. <http://ilo.org/ipcinfo/product/viewProduct.do?productId=174>.

Optional Protocol to the Convention on the Rights of the Child on the Involvement of Children in Armed Conflict

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the involvement of children in armed conflict, which is a worst form of child labor per ILO C. 182, Article 3(a).

Source: Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict; <http://www.ohchr.org/EN/ProfessionalInterest/Pages/OPACCR.C.aspx>.

Optional Protocol to the Convention on the Rights of the Child on the Sale of Children, Child Prostitution and Child Pornography

This optional protocol, adopted in 2000, addresses and commits ratifying countries to take action against the commercial sexual exploitation of children, which is a worst form of child labor per ILO C. 182, Article 3(b).

Source: Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution, and child pornography; <http://www.ohchr.org/EN/ProfessionalInterest/Pages/OPSCCRC.aspx>.

Poverty Reduction Strategy Paper

A Poverty Reduction Strategy Paper (PRSP) is a document written by the government of a developing country with the participation of civil society to serve as the basis for concessional lending from the World Bank and IMF, as well as debt relief under the World Bank's Highly Indebted Poor Countries Initiative. A PRSP should measure poverty in the country, identify goals for reducing poverty, and create a spending and policy program for reaching those goals. A PRSP should also ensure that a country's macroeconomic, structural, and social policies are consistent with the objectives of poverty reduction and social development. A new PRSP must be written every three years in order to continue receiving assistance from International Financial Institutions such as the World Bank.

Source: World Bank, *What are PRSPs?* [online]; <http://go.worldbank.org/CSTQBOF730>.

Primary Education

Primary education, sometimes called elementary education, refers to school usually beginning at 5 or 7 years of age and covering about six years of full-time schooling. In countries with compulsory education laws, primary education generally constitutes the first (and sometimes only) cycle of compulsory education.

Source: UNESCO, *Glossary*, <http://glossary.uis.unesco.org/glossary/en/home>.

Protocol to Prevent, Suppress and Punish Trafficking in Persons, Especially Women and Children, supplementing the United Nations Convention Against Transnational Organized Crime (Palermo Protocol)

The Palermo Protocol, as the protocol supplementing the United Nations Convention against Transnational Organized Crime is commonly known, covers trafficking of children, also delineated as a worst form under ILO C. 182, Article 3(a). See *Child Trafficking* above.

Source: UNODC, *United Nations Convention against Transnational Organized Crime and the Protocols Thereto*, 2004, 41; <http://www.unodc.org/documents/treaties/UNTOC/Publications/TOC%20Convention/TOCebook-e.pdf>.

Ratification

Ratification is a serious undertaking by a State formally accepting the terms of an international agreement, thereby becoming legally bound to apply it. Other ways of becoming bound to an international agreement include acceptance, approval, accession, signature, or an exchange of notes.

In order to ratify an agreement, a country must, if necessary, adopt new laws and regulations or modify the existing legislation and practice to support the agreement, and formally deposit the instruments of ratification with the appropriate depositary. (In the case of ILO Conventions, ratifications must be registered with the Director-General of the ILO International Labor Office.)

For certain international agreements that require ratification, signing an agreement or enacting an agreement into domestic law by Congress, or a similar state organ, does not mean that the international agreement has been ratified. Signing an international agreement serves as a preliminary endorsement, albeit a formality, as signatories are not bound by the terms of the international agreement or in any way committed to proceed to the final step of ratification. However, a signatory is obliged to refrain from acts which would defeat the object and purpose of the international agreement, unless it makes its intention not to become a party to the international agreement clear. Similarly, appropriate state entities may signal approval of an international agreement, but that is only one of the requisite steps on the path toward official ratification. The final step requires that the instruments of ratification be submitted to the depositary.

In the case of ILO Conventions, ILO procedures provide the option to ratify or not ratify a Convention, but do not include the option to sign a Convention as a preliminary endorsement. Generally, an ILO Convention comes into force in a ratifying country 12 months after the government has deposited the requisite instrument of ratification. This grace period provides ILO members time to enact or modify legislation to comply with the Convention before it comes into force.

Source: ILO, *How International Labour Standards are created*, [online]; <http://www.ilo.org/global/standards/introduction-to-international-labour-standards/international-labour-standards-creation/lang--en/index.htm>. See also UNICEF, *Signature, ratification and accession: The process of creating binding obligations on governments* [online]; http://www.unicef.org/crc/index_30207.html. See also ILO Convention No. 138, *Minimum Age for Admission to Employment*, Article 11; <http://www.ilo.org/ilolex/english/convdisp2.htm>. See also ILO Convention No. 182, *Worst Forms of Child Labor* (1999), Article 9; <http://www.ilo.org/ilolex/english/convdisp2.htm>.

Unpaid Household Services

For the purposes of this report, the term “unpaid household services” by children refers to the domestic and personal services performed by a child within the child’s own household under the following conditions: (a) for long hours; (b) in an unhealthy environment, including equipment or heavy loads; or (c) in dangerous locations.

Source: ILO. *Resolution II: Resolution Concerning Statistics of Child Labour*, 18th International Conference of Labor Statisticians, Geneva, 2008; http://www.ilo.org/wcmsp5/groups/public/---dgreports/---stat/documents/normativeinstrument/wcms_112458.pdf.

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7. International Labour Office. *Every Child Counts: New Global Estimates on Child Labour*. Geneva; April 2002.

TDA Criteria and Corresponding Guidance Questions

I. PREVALENCE AND SECTORAL DISTRIBUTION OF CHILD LABOR

TDA Conference Report Criteria:

- Although not explicitly discussed in the TDA conference report, any government that supports the use of forced child labor cannot be said to be implementing commitments to eliminate the worst forms of child labor.

Guidance Questions

1. *Was the government complicit in the use of forced child labor?
2. Has the government conducted research on the prevalence and nature of the worst forms of child labor and made the results publically available?
3. Did the government make efforts to reduce children's vulnerability to the worst forms of child labor by addressing factors such as:
 - a. country and region-specific practices that make children vulnerable to the worst forms of child labor; and
 - b. barriers to education: lack of teachers; lack of schools/inadequate facilities; lack infrastructure (access to schools); lack of transportation; violence, including physical and sexual abuse; birth registration; and the charging of school fees.
4. Are specific populations vulnerable to child labor due to gender, race, ethnicity, origin, disability, language, or socio-economic status?
5. Were there events during the year that destabilized the country, such as armed conflict, health epidemics and natural disasters, or other social, economic, and political crises?

II. LEGAL FRAMEWORK FOR THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- "Whether the country has adequate laws and regulations proscribing the worst forms of child labor;"
- "Whether the country has adequate laws and regulations for the implementation and enforcement of such measures;"

Guidance Questions

1. Did laws meet the following international standards:
 - a. a minimum age for admission to employment in line with ILO Convention 138;
 - b. a minimum age for admission to hazardous work in line with ILO Conventions 138 and 182;
 - c. prohibitions on forced child labor, child trafficking, the commercial sexual exploitation of children, and the use of children in illicit activities in line with ILO Convention 182;
 - d. a minimum age for compulsory military service in line with ILO Convention 182 and the UN CRC Optional Protocol on Armed Conflict;
 - e. a minimum age for voluntary military service in line with the UN CRC Optional Protocol on Armed Conflict;
 - f. a minimum age to which education is compulsory in line with ILO Convention 138;
 - g. the provision of free public basic education in line with ILO Convention 182;
 - h. ratification of ILO Convention 182; and
2. If the country's constitution and laws are not compliant with international standards embodied in ILO Conventions 138 and 182, has there been any change in the constitution or laws that brings the country closer to being fully compliant?
3. If laws were not comprehensive in their prohibitions of all variations of a particular worst form, has there been any change in the constitution or laws that brings the country closer to being comprehensive?
4. Were laws related to child labor made publicly available?
5. *Were there aspects of laws that are contrary to international standards and likely to increase children's vulnerability to the worst forms of child labor? This question would apply both to countries with child labor problems as well as countries in which there is no evidence of a worst forms of child labor problem and when the country has gaps in its legal and enforcement framework on child labor.

III. ENFORCEMENT OF LAWS ON THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- “Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;”

In this section, ILAB analyzed whether or to what degree the country had defined enforcement agency roles and had investigated and addressed complaints relating to allegations of the worst forms of child labor.

Guidance Questions

1. What was the amount of funding for the labor inspectorate? Was there an increase or decrease in the funding and resources to enforce child labor laws and regulations and were these resources adequate given the incidence of child labor in the country?
2. Was there an increase or reduction in inspectors to enforce child labor laws and regulations and was the number of inspectors adequate given the size of the country’s workforce according to the ILO’s recommendation in Article 10 of Convention No. 81? Did the country offer initial training to new inspectors and investigators, including specialized training on child labor, training on new laws related to the child labor, including its worst forms, and refresher courses?
3. Did the government provide sufficient authority to sanction child labor violations?
4. Did the country make available information on labor law enforcement efforts related to child labor, including the number of labor inspections conducted at work sites and by desk review, the number of child labor violations found, and the number of child labor violations for which penalties were imposed and collected?
5. Did the government develop and implement an adequate labor inspection strategy that allowed for different types of on-site inspections of worksites (for example, routine, targeted, complaint-driven, and unannounced inspections); Were inspections conducted with sufficient frequency and in all relevant sectors?
6. Did the government create or improve a mechanism for filing and resolving complaints expeditiously regarding child labor?
7. Does a reciprocal referral mechanism exist between labor and criminal authorities and social services?
8. Did the country make available information on criminal law enforcement efforts related to the worst forms of child labor, including the number of investigations, violations found, prosecutions initiated, and convictions?
9. Did the government establish or improve a process for information sharing among enforcement authorities?
10. *Were there any aspects to the country’s enforcement practices that likely increase children’s vulnerability to the worst forms of child labor?

IV. COORDINATION OF GOVERNMENT EFFORTS ON THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- “Whether the country has established formal institutional mechanisms to investigate and address complaints relating to allegations of the worst forms of child labor;”

ILAB analyzed whether or to what degree the country had institutions in charge of coordinating overall efforts to combat child labor, including its worst forms.

Guidance Question

1. Was an agency or committee created to coordinate government efforts to combat the worst forms of child labor?
2. Does the agency or committee address all sectors of child labor that are prevalent in the country or does it only address certain sectors?
3. Did such an agency or committee meet regularly and takes actions, or did it not meet regularly and take few or no actions?

V. GOVERNMENT POLICIES ON THE WORST FORMS OF CHILD LABOR

TDA Conference Report Criteria:

- “Whether the country has a comprehensive policy for the elimination of the worst forms of child labor;”

Guidance Questions

1. Did the government establish any new policies or plans that specifically address the worst forms of child labor or any one of the worst forms of child labor?
2. Did the government incorporate the worst forms of child labor specifically as an issue to be addressed in poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc?
3. Did the government establish any poverty reduction, development, educational or other social policies, such as Poverty Reduction Strategy Papers, etc., that did not explicitly address the worst forms of child labor or any one of the worst forms of child labor, but that might have had an impact on them or it?
4. If the country established any of the above plans, do they designate responsibilities, establish goals, and set timelines?
5. Using the criteria in Question 4, did the government effectively implement existing policies and plans?
6. *Were there on-going country policies or were there any changes to the country's policies that likely increase children's vulnerability to the worst forms of child labor?

VI. SOCIAL PROGRAMS TO ADDRESS CHILD LABOR

TDA Conference Report Criteria

- "Whether social programs exist in the country to prevent the engagement of children in the worst forms of child labor, and assist in the removal of children engaged in the worst forms of child labor;"

Guidance Questions

1. Did the government fund or participate in any new or ongoing programs that aim to eliminate or prevent the worst forms of child labor?
2. Did the government fund or participate in any social protection programs that could reasonably be expected to have an impact on child labor? Were any of the countries' programs shown, through research, to have an impact on child labor?
3. Are the countries' programs sufficient to combat particular forms of child labor given the scope and magnitude of those problems?
4. Do the programs provide services directly to children?
5. Do the programs adequately target at-risk populations?
6. Were the programs fully funded?
7. Are the programs meeting their goals?
8. Are the program efforts sustainable?
9. Using the criteria in questions 4-8, did existing government programs improve or worsen compared with the previous year?
10. *Were there any changes to the country's programs that likely increase children's vulnerability to the worst forms of child labor?

*A yes response to questions with an asterisk indicates a country that would likely receive an assessment of minimal or no advancement.



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Shoe shine boys polishing the shoes of a client. Ecuador, Guayaquil.
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A young boy working in the mechanical industry in Nicaragua.
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